



Growth Management Division

■ Washington State
Department of Community Development

Gene Canque Liddell, Director
Michael McCormick, *Assistant Director*

906 Columbia Street SW
PO Box 48300
Olympia, Washington 98504-8300

Economic Development Through Growth Management: Making the Vision Real

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Stronger Communities For A Better Washington

**ECONOMIC DEVELOPMENT
THROUGH
GROWTH MANAGEMENT**

Making The Vision Real

State of Washington
Department of Community Development
Growth Management Division

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Workbook Text and Design

Sandra Western-Butler
BUTLER & ASSOCIATES

Eric Laschever
PRESTON THORGRIMSON SHIDLER GATES &
ELLIS

Ken Saunderson
KRS SERVICES

Department of Community
Development

Gene Liddell, Director

Growth Management Division

Michael J. McCormick, Assistant Director
Sharon Hope, Program Manager

Steering Committee

Meg VanSchoorl
DCD
Steve Hodes
Office of Financial Management
Wally Tonner
Seattle-King County EDC
Joe Torterelli
Washington Water Power
Deborah Knutsen
DTED
Mark Urdahl
Port of Chelan County
Reidun Crowley
Puget Power
Bill Ostensen
Forward Washington
Jerry Litt
Douglas County Planning

Michele Brown
DCD
Paul Chilcote
Port of Tacoma
Sharon Clemmens
Walla Walla EDC
Donna Batch
DTED
Scott Taylor
Washington Public Ports Association
Bob Levin
Columbia River EDC
Bill Stafford
Washington Trade Development Alliance
Paul Roberts
City of Everett
Chuck Mize
City of Bellevue

Special Thanks

Dave Williams
Association of Washington Cities

Paul Parker
Washington State Association of Counties

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INTRODUCTION

PURPOSE Achieving greater integration of the economy and GMA is the primary purpose of this Workbook being undertaken by the Washington State Department of Community Development (DCD) and the Washington State Department of Trade and Economic Development. This project is intended to : (1) help communities achieve viable, sustainable economic development through the growth management planning process; and (2) encourage collaboration among community leaders representing diverse interests.

BACKGROUND Economic development planning no longer stands alone as an isolated discipline, but is an integral part of comprehensive planning and community development. It has evolved from a singular focus on commercial and industrial development to a broader emphasis on the role the economy plays in implementing the community's vision. The economy provides jobs for community residents. It creates the tax base to support education, public safety, infrastructure, environmental management, and other public services and programs.

The Growth Management Act (GMA) creates a framework to plan for economic development through the Act's 13 goals, requirements for countywide planning policies, mandatory plan elements, and other planning requirements. Integration of the economy into this GMA framework, therefore, can produce policies, regulations, and procedures that are consistent with the broad community vision, reflect specific requirements and impacts of community's chosen economic strategy, and create and nurture sustainable and vital economies.

Under GMA, cities and counties are developing comprehensive plans, most of which will be completed between July 1, 1993 and July 1, 1994. These plans will provide the basis for local development regulations which are due July 1, 1994. These plans will provide the basis for local development regulations which are due July 1, 1994.

While economic development is one of the 13 goals that jurisdictions must use to guide preparation of these comprehensive plans, GMA provides little detail on how the plans can address economic development. Some jurisdictions expect to prepare specific economic development elements in addition to the elements required by the Act. For budget or other reasons, however, many jurisdictions will be

addressing economic development only through the required elements. Either choice can result in a successful integration of the economy with other community objectives.

Jurisdictions planning under GMA vary widely in their population, size, demographics, economic base, financial capacity, level of experience in comprehensive planning and developing economic strategies, and other community characteristics. Almost every jurisdiction, however, is concerned about the lack of funds and time they have to address growth management issues. Similarly, local stakeholders vary in their understanding of GMA requirements and the how to participate in GMA planning efforts. Regardless of the jurisdiction's or stakeholders' particular circumstances, GMA provides a forum for resolving conflicts and translating community vision and goals into economic initiatives.

INTENDED USERS

The anticipated audience of this workbook includes community-based economic development organizations, businesses, local governments, port districts, tribes, community colleges, utilities, and neighborhood and other community organizations. Not all of these groups are equally familiar with principles of economic planning or the GMA requirements. For example, local planners may be very conversant with GMA, but less familiar with economic planning. Conversely, economic development stakeholders may be quite familiar with economic planning but less so with GMA. The Workbook contains materials, therefore, with which a given interest maybe familiar. The reader should feel free to skim or skip sections that cover familiar territory.

ORGANIZATION

Parts II through V of the Workbook contain recommendations for integrating the economy with GMA. Their contents are summarized below:

- Part II Economic Overview and Issues, discusses the new reality of economic development in the context of technology advances and global competition. It identifies those with a stake in economic development. Further, it provides an overview of major issues facing communities as they attempt to maintain and broaden their local economies.
- Par III GMA Framework For Economic Development, sets out the general requirements of the GMA, and then focuses on economic development issues and opportunities raised by these requirements. It also illustrates, through the use of examples, how local governments and stakeholders are using these planning requirements to address economic issues.

Part IV **Developing Your Economic Strategy**, discusses how to integrate plans and policies of various stakeholders into the community's economic strategy. In addition, it identifies the components of the strategy and describes what to address within each component. It also identifies factors affecting economic development.

PART V **Integrating Your Economic Strategy With GMA**, describes two options local communities have for integrating their economic strategy with GMA. They include: (1) providing for the requirements of the economic strategy through GMA's mandatory elements and other planning requirements; and (2) preparing an economic development element.

Part II

ECONOMIC DEVELOPMENT OVERVIEW AND ISSUES

INTRODUCTION

The economy plays a significant role in maintaining the vitality and quality of life within a community. It provides jobs for local residents and the tax base for schools, parks, infrastructure, public safety, and other public facilities and services.

Locally, GMA has changed how communities deal with growth and provides an opportunity to foster economic development within the values and vision of the community. Globally, technology is increasing access to world markets and creating new competitors for local businesses.

This section identifies those who have a stake in your local economy. It provides a context for economic development and discusses the issues facing communities as they work to maintain and build their economies. It also describes strategies communities may use to achieve specific economic objectives.

STAKEHOLDERS

Creating a workable economic strategy requires support from the broader public on whose behalf the strategy is being prepared. It is critical that all stakeholders understand the implication of various economic choices and work together. This will allow them to prepare an economic strategy that reflects the community's vision and capacity for implementation.

You will need the active support of those with a stake in the community, as well as economic development, to bring together the resources in your community. Typically, we identify the participants as public sector or private sector. Private sector usually means organizations like the Chamber of Commerce, Economic Development Councils, and Downtown Associations and individuals like bankers, land developers, retail and service industry representatives, manufacturers, farmers, ranchers, and utility personnel.

Communities' economic development goals, however, affect more than business leaders and local government. The underlying reason for economic development is to build strong, sustainable communities that enhance our quality of life. We need to include representatives from labor, neighborhoods, social service organizations,

environmental groups, cultural associations, education, vocational training and others who are concerned about how employment and economic vitality affect our daily lives and our community as a whole.

These perspectives need to be included for at least three reasons. First, they are part of the economy. Second, they are part of the resources available to shape economic development efforts. Third, they help determine overall community priorities and support for the comprehensive plan as a whole, including economic development.

It scarcely needs mentioning that many economic initiatives have failed because they pitted the interests of one group against another. You can go a long way in avoiding this trap by enrolling your stakeholders at the outset of the planning process. Your local economic planning will then be undertaken by a broad based team who can both energize and influence their peers to action.

In addition, this will create a vehicle for integrating their objectives into your overall economic strategy. Many of the stakeholders have specific authority for economic development and can bring their resources to help with both planning and implementing your economic strategy.

The following list identifies a number of key stakeholders. Your community may not include all of these players. Use the list to help you identify your local group recognizing that it may not include the entire list.

Local Government	County Government
Regional Planning Agencies	State Agencies
Port Districts	Special Purpose Districts
Public and Private Utilities	Chambers of Commerce
Economic Development Councils	Downtown Associations
Labor Organizations	Education and Training Interests
Environmental Groups	Community/Neighborhood Groups
Tribes	

ECONOMIC CONTEXT

The context of economic development has changed. It once was a locally or regionally driven process, occasionally affected by state or national concerns. As technology continues to push the world towards an interwoven, borderless economy, communities must be more concerned with global forces affecting the competitiveness and productivity of their local economic base. Business competition is no longer just within a community, region or nation but has become worldwide.

Competitiveness

Competitiveness and productivity rely on both the quality and types of goods, processes or services produced. Businesses that are competitive and have high productivity produce increases in wages and local per capita income. Business income also increases. This allows companies to invest more in social requirements for worker health, safety, and training; environmental research, remediation, protection, and enhancement; and additional product, process, and service research and development.

The public at large benefits from the additional public revenue generated from increased business productivity. As public revenue increases, more resources become available for services such as infrastructure, public safety, education, parks, and recreation.

Local Public Policy

Local economic policy and initiatives will play an ever increasing role in shaping the global competitiveness of industry. Those policies and initiatives must focus on trade, transportation, communication, skilled labor, research, and a regulatory and taxation framework that promotes sound economic expansion. Such policies and initiatives tie directly to business productivity which, in turn, will determine the future competitiveness of companies in the global market place.

Growth Industries

As communities experience the impacts of a new global economy, they must focus some of their business retention, expansion, formation, and recruitment efforts on those industries that respond to global trends or are linked to the global economy and expected to grow. These key industries will be the primary generators of employment, and both business and personal income in the future.

These industries include communications, environmental management, electronics, computers and software, medical technology, robots and machine tools, biotechnology, new materials, and civilian aviation. They rely on high skills and research. Firms within these industries tend to pay family wages but company size is typically smaller than traditional manufacturing companies have been.

Within Washington state, many communities have an existing base for these growth industries. In the Tri-Cities area, for example, the community could create a competitive advantage in research and environmental management and remediation because of investments being made in the Hanford Nuclear Reservation clean-up.

Further, as documented in the Puget Sound Regional Council's draft Situational Analysis dated March, 1993, the Puget Sound region has a

strategy and require a mix of professional services, retail and assisted living units available in a mixed-use project.

This section provides a description of these strategies to guide you in thinking about what you want from your economy. Economic strategies must be carefully tailored to implement the communities vision while stimulating business activity and providing employment opportunities.

Tourism

A variety of activities intended to attract and serve the traveling and recreating public including:

1. Development and management of activities and facilities;
2. Promotion and marketing;
3. Provision of accommodations and other services for tourists and the public while traveling, or at their destination.

Strategy Requirements

1. Community acceptance
2. Recreation Amenities
3. Cultural Amenities
4. Other Attractions/Destinations
5. Lodging
6. Retail
7. Services
8. Accessibility
9. Infrastructure
10. Unskilled/Semi-skilled labor pool

Import Substitution

A variety of activities focused on retaining the highest portion of local expenditures for retail and wholesale goods and services within the community, and attracting expenditures for those goods and services from outside the community as well. Examples of these activities include:

1. Downtown revitalization programs
2. Improving the business mix
3. Increasing the variety of goods and services available
4. Promotion and marketing programs

Strategy Requirements

1. Population/Market Area
2. Disposable income and other demographics
3. Mix of businesses
3. Variety of goods and services
4. Transportation network - access, parking

5. Infrastructure
6. Unskilled/Semi-skilled labor pool

Business Vitality

A variety of activities focused on retaining, expanding, forming and recruiting non-retail businesses. These activities include but are not limited to:

1. Business assistance programs
2. Tax and other incentives
3. Retention, expansion and recruitment strategies
4. Flexible manufacturing networks

Strategy Requirements

1. Skilled/semi-skilled labor pool
2. High worker productivity
3. Community acceptance
4. Transportation network
5. Telecommunications
6. Infrastructure
6. Tax considerations
6. Other regulations
7. Higher education
8. Cultural/recreational amenities
9. Variety of housing types, reasonable costs

Retirement Industry

A variety of activities focused on providing housing, goods, services, recreation and entertainment to the elderly population. Examples include:

1. Assisted and congregate care living centers
2. Retirement communities
3. Health care services
4. Golf
5. Travel

Strategy Requirements

1. Type and cost of housing
2. Health care services and facilities
3. Recreation/cultural amenities
4. Population/market area
5. Disposable income and other demographics
6. Unskilled/semi-skilled/skilled labor pool
7. Retail goods and services

Grants Local communities collect considerable public revenue in the form of sales tax and excise tax, a large portion of which is passed on to regional, state, and federal governments. The local community, however, usually sustains 80 to 100 percent of the impacts associated with the enterprise generating the tax revenue. A "Grants" strategy aggressively pursues grants and low interest loans from broader governments to offset local impacts and support local programs. It focuses on variety of activities designed to recapture locally generated state and federal dollars through authorized programs. Examples include:

1. Transfer payments - medicare, medicaid, social security
2. Grants - housing, infrastructure, business assistance, senior and other social services
3. Loans
4. State and Federal capital projects

Strategy Requirements

1. Semi-skilled/skilled labor pool
2. Infrastructure and Health care
3. Social services
4. Community acceptance
5. Demographics

SUMMARY The next chapter discusses the GMA framework for economic planning. As you consider ways to use GMA to foster your economy, keep in mind the following key points from this Overview:

1. Creating a workable economic strategy requires the participation of a broad range of interests with a stake in the community as well as economic development.
2. Local economies face global competition.
3. Local public policy, initiatives, and investment, especially those related to land use, transportation, infrastructure, utilities and education, will determine the strength of your local economy.
4. Specific strategies exist that can help communities reach their economic objectives.

GMA FRAMEWORK FOR ECONOMIC DEVELOPMENT

INTRODUCTION

This section presents an overview of the GMA planning requirements, the economic issues raised by these requirements, and examples of how various stakeholders and local governments are approaching these economic issues in their GMA planning. It is organized as follows. First, a brief summary of the GMA requirement is provided. While local governments are generally conversant with these requirements, a number of stakeholders may still find the summary useful.

This summary is followed by a discussion of the economic issues and implications raised by satisfying the planning requirement. Examples of how different stakeholders are approaching the issue are used in this section and included in an Appendices at the end of the section. It should be noted that in presenting these various approaches, the Department of Community Development is not advocating a particular position or approach. However, DCD feels that the best way to illustrate the economic issues and range of approaches is by presenting actual examples, rather than discussing the concepts abstractly.

PUBLIC PARTICIPATION

GMA Requirements

The GMA requires local governments that are planning under the Act to establish procedures providing for early and continuous public participation in the development and amendment of comprehensive plans and development regulations. One tool recommended by DCD is "visioning", a process of citizen involvement to determine values and ideals for the future of a community and to transform those values and ideals into manageable and feasible community goals.

Economic Issues and Implications

The Act's emphasis on public participation that identifies community goals provides an opportunity for early involvement by the broad range of stakeholders identified in Part II in identifying goals for the community's economy that are consistent with community values and other objectives.

Examples

Yakima Valley Visioning Report. The Citizens of the Greater Yakima Valley, with help from the City of Yakima and Yakima County went through a year long visioning exercise. It resulted in a report that addressed a wide range of issues, including economic development, education and employment training, the environment, health care,

rural and agriculture issues, and the family. The economic development component of this report has been used to shape the county's county-wide planning policies.

NATURAL RESOURCE LANDS

GMA Requirements

The GMA requires local governments to designate and develop regulations, consistent with their comprehensive plans, that conserve agricultural, forest and mineral resource lands that have long-term significance for commercial production and are not already characterized by urban growth. These regulations must assure that adjacent land use does not interfere with the continued use of the resource lands.

Economic Issues and Implications

The natural resource lands provisions provide local governments with the opportunity to conserve sufficient lands to support resource extractive economic activities, reduce conflicts between such activities and adjacent land uses, and to provide for other economic land use activities under appropriate conditions.

Sufficiency of Resource Base. The central issue resulting from this provision is whether sufficient land will be set aside to support resource based economic activities.

Conflicts with Land Uses on Adjacent Land. A principal objective of the natural resource lands provisions is to assure that farming, logging, and mineral extraction can occur without being unreasonably limited because of conflicts with activities on adjacent lands. The measures that local governments adopt to achieve this objective, however, will could reduce the range of uses that are likely to choose to locate immediately adjacent to resource lands.

Other Economic Uses Permitted On Resource Lands. Within the broad mandate of conserving natural resource lands, the GMA leaves open what economic activities are permitted on natural resource lands. The comprehensive plan policies and interim and final development regulations adopted by local governments will determine what uses can occur on the land. Local governments are considering a range of permitted uses for these lands. For example, one county's draft interim regulations allow the following uses, subject to approval by the county hearing examiner, to occur on lands designated as having long term commercial significance for timber production:

° saw mills, shake and shingle mills, plywood mills and particle board and veneer plants, chippers, pole yards, log sorting and storage, buildings for debarking:

- ° extraction and processing of rock, gravel, oil, gas, minerals;
- ° public facilities, public utilities, radio/TV towers;
- ° major energy transmission and generating facilities;
- ° public and private recreational facilities.

CRITICAL AREAS ORDINANCES

GMA Requirements	The GMA requires local governments to designate and develop regulations, consistent with their comprehensive plans, that protect critical areas including wetlands, areas with critical recharging effect on aquifers used for potable water, fish and wildlife habitat conservation areas, frequently flooded areas, and geologically hazardous areas.
Economic Issues and Implications	<p><u>Economic benefits provided by critical areas.</u> Critical areas in their undeveloped state provide a variety of private and public economic benefits. For example, wetlands provide flood protection, ground water recharge, filtration and absorption of pollutants, habitat for fish and wildlife, and recreation opportunities. Much of the focus on protecting these resources arises from the recognition of these economic benefits, as well as aesthetic and other benefits provided by critical areas.</p> <p><u>Effect of critical areas ordinances on overall land base.</u> The designation and protective regulation of critical areas, however, reduces the land base available for other uses. This loss of land is experienced for the jurisdiction as a whole as it tries to identify sufficient land for housing, commercial, industrial, and other purposes and by individual property owners trying to use their property.</p> <p><u>Effects of ordinances on cost of using property.</u> Critical areas ordinances also impose costs on using property. These may include such costs as the expenses of detention/retention structures to manage storm water runoff or the costs of providing mitigation for lost wetlands or habitat. The King County EDC wetland study, discussed further below, notes that significant costs are also involved getting through the wetlands permit process. This observation pertains to state and federal permitting, as well as permitting by local governments. The study notes that financial resources spent on obtaining a permit represent a significant opportunity cost because these resources are not available to actually preserve critical areas by acquiring key areas, mitigation, or other means.</p>

Relationship to State and Federal Programs. Critical areas are subject to State and Federal regulatory programs, as well as those resulting from the GMA. An important issue is the extent to which these programs impose inconsistent requirements or duplicative analyses.

Relationship to SEPA Mitigation. An important issue to be resolved by each jurisdiction is how the critical areas ordinances will relate to mitigation conditions imposed under SEPA. That is, to what extent will the critical areas ordinances generally replace case-by-case conditions imposed during SEPA review as the principal means of protecting critical areas. For example, one county, in its draft interim regulations, states that one purpose of the regulations is to "minimize the reliance on the State Environmental Policy Act (SEPA) to identify appropriate mitigating measures."

Examples

Clark County Wetlands Ordinance. Although all interim critical areas ordinances reflect the input of a range of stakeholders, the Clark County Wetlands Ordinance illustrates a number of points regarding the flexibility built into the GMA. The Clark County Commissioners decided not to apply a number of its ordinance's regulations to category 1,2, and 3 wetlands in rural areas. The Clark County Natural Resources Council appealed the ordinance to the Western Washington Growth Hearings Board. The Board affirmed the County's ordinance, explaining that *"the important decisions under the Act are to be made by local officials elected by the people in the communities they represent."*

It is emphasized that DCD does not endorse the particular regulations at issue, but provides this as an example of the flexibility provided by the Act to respond to local conditions and concerns. In addition, it should be noted that the Board's decision has been appealed to superior court and does not necessarily apply in jurisdictions covered by the Central and Eastern Hearings Boards.

Seattle/King County EDC Wetlands Task Force. In 1991, the Seattle & King County EDC formed a wetlands task force to examine the process for permitting development activities on or near wetlands in Washington State. The task force members represented a diverse range of interests including, city and county officials, business representatives, and a member from the Washington Environmental Council. The task force issued its findings and recommendations in the report *The Wetlands Quagmire*. In 1993, the EDC formed a second task force to evaluate and begin implementing the report's recommendations. The work of this task force is likely to include

providing input to local governments as they implement GMA critical area regulations.

State Wetlands Integration Strategy (SWIS). The Department of Ecology and the Department of Community Development are leading an effort to integrate wetlands regulation in Washington under federal and state law with the ongoing local implementation of the GMA. During its first year, the SWIS effort will focus on four activities:

1. Developing a comprehensive state wetlands integration strategy;
2. Developing local wetland management program guidance;
3. Training local government staff to implement the guidance; and
4. Funding a local wetlands management demonstration program.

The process will include working groups composed of members from a variety of interests.

COUNTY-WIDE PLANNING POLICIES

GMA Requirements

The GMA requires counties planning under the act to adopt county-wide planning policies, in cooperation with the cities located within the county, that address the following issues:

Policies for implementing the designation of Urban Growth Areas.

Policies for promoting contiguous and orderly development and provision of urban services to the urban growth areas.

Policies for siting public capital facilities of a county-wide or state-wide nature.

Policies for county-wide transportation facilities and strategies.

Policies that consider the need for affordable housing.

Policies for joint county and city planning within urban growth areas.

Policies for county-wide economic development and employment.

An analysis of the fiscal impact.

Economic Issues and Implications

Policies Pertaining to Urban Growth Areas and Provisions of Urban Services. The economic importance of the urban growth areas is

discussed in a separate section below. These policies, however, provide an early opportunity to shape the criteria that counties and cities will use to determine where urban growth areas will be located.

Economic Activities Outside of Urban Growth Areas. As noted above, a number of stakeholders are concerned about what economic activities will be permitted outside the urban growth areas. These county-wide planning policies provide an opportunity to guide what will occur in these areas and shape the rural element of the county's comprehensive plan. The following excerpt from one county's county-wide planning policy illustrates an approach to balancing conservation of rural lands with allowing some industrial activity. It is again emphasized that other jurisdictions could strike a different balance, providing more or less flexibility for commercial and industrial activities outside of urban growth areas.

Policy 1. Establish strict guidelines to limit commercial development outside of urban growth areas. Guidelines for commercial development should allow retailing and wholesaling of agricultural products raised on nearby farms. They should also allow recreation and limited convenience commercial developments serving the daily needs of rural area residents. In general, all of the comparison shopping and much of the convenience shopping needs of rural residents should be served by commercial development within the UGAs

Policy 2. Establish guidelines to limit industrial development outside of urban growth areas. These guidelines should provide for natural resource-based industrial development when industries require proximity to nearby resource lands.

Economic Development Policies. The Economic Development Policies provide a vehicle for articulating an overall approach to economic development for the county and cities within its boundaries. At least two counties, King County and Walla Walla County, are using this section to ensure that the cities in their boundaries include economic development elements within their comprehensive plans.

Fiscal Impact. The GMA does not define what should be included in the fiscal impact analysis. The Central Puget Sound Growth Planning Hearings Board, however, has determined that for the counties within its jurisdiction "*the purpose of fiscal impact analysis is to realistically assess the fiscal costs and constraints of implementing the [county-wide planning policies]. . .*" The Board noted that the fiscal impact analysis need only address the impact on general purpose local

governments, but could also include the fiscal impacts on state government, special districts, regional government, the individual, or the private sector.

County-wide and Statewide facilities. The Act does not define the terms "county-wide" or "statewide facilities." However, these facilities could include projects important to attaining regional economic objectives. For example, the draft county-wide planning policies for Thurston County include airports, terminal facilities, and statewide and regional transportation facilities in their policies for siting county-wide and state-wide facilities. Other important infrastructure or facilities could be similarly identified. Where water supplies are limited it might also be possible to use this provision for creating a framework within which the county and cities could provide for facilities needed to provide additional water.

Examples

Walla Walla County: Port of Walla Walla/Walla Walla 2020. A number of stakeholders have participated in developing Walla Walla's county-wide planning policies, scheduled for final adoption this summer. For example, The Port of Walla Walla submitted extensive comments on the policies including recommendations that industrial development be permitted outside the urban growth area, that the port continue to provide urban services for the airport, and that critical transportation corridors be allowed in critical areas if reasonable alternatives cannot be found.

Walla Walla 2020, a local citizens group approaching the issue of economic development from a different perspective than the Port, prepared a White Paper on Economic Development presenting its vision of appropriate development. This White Paper addressed such issues as sustainability, diversity, import conservation and substitution, and self sufficiency. Appendix A includes copies of the Port's recommendations on the Countywide Planning Policies and newspaper articles illustrating the "rich public policy debate" generated by the policies.

Seattle & King County EDC. The Seattle & King County EDC prepared extensive comments on the King County county-wide planning policies. These are included in Appendix A.

Yakima County: Yakima County Development Association. The Yakima County Development Association was actively involved in the development of the Yakima County county-wide planning policies. In developing these policies the County also relied heavily on "visioning reports" prepared for the Upper and Lower Yakima Valley. These reports included detailed sections on economic development.

COMPREHENSIVE PLAN: THIRTEEN GOALS

GMA Requirements

The GMA establishes 13 goals to guide local governments in preparing comprehensive plans. The goals pertain to urban growth, reducing sprawl, transportation, housing, property rights, permits, natural resource industries, open space and recreation, environment protection, citizen participation, the provision of public facilities and services, historic preservation, and economic development. All of these goals affect the economy. Three goals that pertain directly to economic development are excerpted in their entirety below:

Economic Development. *Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth, all within the capacities of the state's natural resources, public facilities, and public services.*

Permits. *Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.*

Natural Resource Industries. *Maintain and enhance natural resource-based industries.*

The 13 goals are not ranked in any order. The legislature intended each jurisdiction to strike a balance among these goals that was appropriate to its circumstances. As the Central Puget Sound Growth Planning Hearings Board notes "A close examination of the thirteen goals reveals that they cannot be uniformly applied throughout the state. For example, encouraging development in urban areas may mean one thing in a highly developed city within the Central Puget Sound region but have an entirely different meaning in a small incorporated area in eastern Washington. Likewise, maintaining and enhancing natural resource-based industries means something totally different in northeastern Washington than it does in Seattle." The Board has also indicated that local governments within its jurisdiction must balance the various competing goals. In addition, the Board recommends that documenting this process in writing within the comprehensive plan or the underlying record "so that there can be no question that planning goals were considered."

Economic Issues and Implications

The presence of the goals, excerpted above, provides a foundation for including economic policies and objectives within the comprehensive plan. The legislative intent that these goals be balanced against other goals such as environmental protection on a jurisdiction-by-

jurisdiction basis, provides local governments the opportunity to determine the appropriate balance for their situation. A clear statement of how these goals will be balanced may reduce the need to establish this balance on a permit-by-permit basis. It may also increase certainty regarding the types and location of development that are desired and will be encouraged by the community.

COMPREHENSIVE PLAN: LAND USE ELEMENT

GMA Requirements	The GMA requires a land use element designating the general distribution and general location and extent of the uses of land for agriculture, timber production, housing, commerce, industry, recreation, open spaces, public utilities, public facilities and other uses. The land use element must also provide for protection of ground water and review drainage, flooding, and storm water run-off.
Economic Issues and Implications	<p><u>Sufficient and Suitable Lands.</u> The central issue is whether the land use element identifies and designates a sufficient and suitable amount of land to meet the community's economic and other objectives. Stakeholders can assist local governments in this regard by identifying criteria that should be used in identifying such lands, by identifying specific tracts of land that are particularly suited for particular economic uses, and by providing the local government with land use plans (such as comprehensive port plans) that forecast demand for and discuss alternatives for industrial lands.</p> <p><u>Predictability.</u> Preparing the land use element provides an opportunity for the community to decide where it is appropriate to locate certain type of activities. To the extent that consensus can be reached, present and future property owners may have greater certainty that projects which conform to the land use plan will be permitted in the future.</p>
Example	<p><u>Snohomish County EDC.</u> The Snohomish County EDC submitted detailed recommendations for economic development and employment to be included as part of the county's and cities' comprehensive plans. These recommendations urge local governments to:</p> <ol style="list-style-type: none">1. Identify the amount, character, and uses of land needed to achieve economic development objectives;2. Identify the natural resource areas critical for economic development (mineral conservation, timber, agriculture, etc.), and zone appropriately to allow extraction and harvesting of these critical resources; and

3. Identify and maintain adequate supply of land to provide individuals and commerce and industry choices as to where they live and do business.

City of Seattle/Port of Seattle. The City of Seattle is undertaking a detailed study of its industrial land base and its capacity. This includes an analysis of the best location for specific types of activities, such as marine related commerce and industry. As part of this effort, the Port of Seattle prepared a document which identifies its land holdings and projected land use plans. The City is exploring ways of using its Geographical Information System (GIS) for identifying and tracking lands suitable for industrial and other uses.

City of Wenatchee. The City of Wenatchee is preparing a forecast of demand for commercial and industrial land use and is identifying suitable lands to meet these demands. The work on the land use element follows a draft economic plan developed by the City with the help of the local EDC and a citizen advisory committee.

City of Everett. The City of Everett is evaluating four alternatives including, two aggressive growth scenarios, in its comprehensive plan Environmental Impact Statement. While both growth alternatives provide for increases in population and employment, one has as its principal objective significant growth in the City's tax and employment base while the other focuses more on accommodating population increases. These alternatives will result in different land use patterns.

City of Duvall. During the late 1980's, the City of Duvall's population grew from approximately 500 to 3,400. The city's commercial area underwent little change during this period. Consequently, most city residents do most of their shopping outside of the city. Preparation of the city's land use element revealed that, because of the topography and ownership patterns within the city's boundaries, there is little suitable land for a commercial center. Duvall has used the planning process to identify lands suitable for this purpose in its adjacent urban growth area. The development of this commercial center will be a central objective of the city's comprehensive plan.

Yakima County: *Vision 2010*, the Visioning Report for the Upper Yakima Valley, sets a goal for establishing an adequate industrial campus in the upper Yakima Valley. To pursue this goal, the report establishes criteria for evaluating potential sites and calls for assistance by the Yakima County Development Association to identify possible sites suitable for this purpose. The strategy also discusses the

possibility of extending the Sunnyside Port District into the area as a means of furthering this objective.

City of Federal Way. As part of its planning efforts, the City of Federal Way is evaluating four different "land use futures". These alternatives result from three different economic growth forecasts and distribute growth and change across the city using four distinct land use concepts.

Port of Olympia. The Port of Olympia commented on the City of Tumwater's draft land-use plan. These comments focused on potential uses for Port owned property as well as suggestions on how to reference the Port's land use plans for its properties in the city.

COMPREHENSIVE PLAN: CAPITAL FACILITIES ELEMENT

GMA Requirements

The GMA requires the comprehensive plan to include a capital facilities plan that identifies public facilities that will be required during the six years following adoption of the new plan. This element must include the location and cost of the facilities, and the sources of revenue that will be used to fund the facilities. It must be financially feasible. If the costs exceed the revenue, the local government must reduce its level of service standards, reduce costs, or modify the land use element to bring development into balance with available or affordable facilities. The capital facilities plan required by the GMA differs from traditional Capital Improvement Plans because the plan must identify specific facilities, a financing plan, and adjustments to the plan if needed facilities cannot be provided.

Economic Issues and Implications

Supporting existing and attracting new economic activity. Sufficient capital facilities are essential to maintaining existing economic activities and attracting new businesses and industry to an area. The capital facilities element provides a blue print for how and at what levels the infrastructure to support the community's economy will be provided.

Inadequate facilities limit economic growth. A corollary to the above point is that if a community cannot fund needed public facilities than it will end up limiting growth in one of two ways. Either the community must change its level of service standards. This could put the community at a disadvantage when trying to attract new, or maintain existing, businesses. The second option provided by the Act is to change the land use plan. This could result in reducing the amount of land designated for commercial, industrial, or other economic activity.

Allocating Limited Public Resources. The capital facilities plan is likely to be used increasingly to allocate limited public resources among competing public projects. Projects identified in the plan are likely to receive attention over those that are not.

Examples Snohomish County EDC. The Snohomish County EDC recommendations urge local governments to coordinate the Capital Facilities Plan element with economic development policies to ensure that appropriate public facilities and services are provided to commercial and industrial lands. The EDC further recommends that the plan integrate public and private infrastructure investments and public services and facilities that will support economic development. The EDC specifically recommends that future expansion of wastewater treatment facilities provide capacity to process industrial wastes.

City of Duvall. As a result of Duvall's dramatic growth described in the section on the land use element, the city's sewer system reached its capacity and the city imposed a moratorium on virtually all development. Through its GMA planning, the city has determined that its highest priority is to create a commercial/retail area to serve its population. It is adopting policies as part of its plan that will ensure that there is sufficient sewer capacity to serve this new commercial area.

COMPREHENSIVE PLAN: TRANSPORTATION ELEMENT

GMA Requirements The GMA requires the comprehensive plan to include a Transportation element consisting of the following main components. First, the element must include an inventory of air, water, and land transportation facilities and services. Second, the element must include level of service standards for all arterials and transit routes to serve as a gauge performance of the system. These standards will determine how much additional development will be permitted before system upgrades occur and will determine the extent of system upgrades required.

Third, the element must forecast traffic for at least ten years based on the adopted land use plan to provide information on the location, timing, and capacity needs of future growth. Fourth, the element must include specific actions and requirements for bringing into compliance any facilities or services that are below an established level of service standard. Finally, the element must include an analysis of funding capability and the multiyear financing plan.



After the local government adopts its comprehensive plan, it must adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development.

**Economic Issues
and Implications**

This element provides an opportunity to identify the level of service, location, timing, and financing of transportation facilities that are needed to support the community's economy. Particular attention will need to be given to setting levels of service standards that promote economic activities on the one hand, and are achievable on the other. If LOS standards are set unrealistically high, then it may be necessary to delay desired development until improvements needed to reach LOS standards can be made. One approach being considered by a number of jurisdictions is to phase in increasingly higher LOS standards over time.

COMPREHENSIVE PLAN: UTILITY ELEMENT

GMA Requirements

The GMA requires the comprehensive plan to contain a utility element consisting of the general location, proposed location, and capacity of all existing and proposed utilities including electrical lines, telecommunication lines, and natural gas lines.

**Economic Issues
and Implications**

The utility element provides an opportunity to identify the utilities that will be necessary to support economic activities within the community.

Examples

Snohomish County EDC. The EDC recommends that the plan define infrastructure needed for desired economic development. This infrastructure would include communication, gas and electricity systems; water treatment and distribution systems; sewer and surface water collection and treatment systems; energy generation facilities; right of ways, and access to manufacturing, industrial, port and employment facilities.

Puget Power and Washington Natural Gas have prepared generic utility elements to help local governments prepare their utility elements.

COMPREHENSIVE PLAN: HOUSING ELEMENT

GMA Requirements

The GMA requires the plan to include a housing element that inventories and analyzes existing and projected housing needs; states

goals, policies and objectives for preserving, improving, and developing housing; identifies sufficient land for housing; and adequately provides for existing and projected needs of all economic segments of the community.

**Economic Issues
and Implications**

The available housing that is suitable for a company's work force is often an important consideration in where a business locates. The housing element can be used to make sure that the community is providing the right mix of housing to support its economic objectives.

COMPREHENSIVE PLAN: RURAL ELEMENT

GMA Requirements

The GMA requires counties to include a rural element that identifies lands not designated for urban growth, agriculture, forest, or mineral resources and permits land uses that are compatible with the rural character of the lands and provide for a variety of rural densities.

**Economic Issues
and Implications**

Permitted Economic Activities. As discussed in the sections on resource lands, county-wide planning policies and urban growth areas, the GMA will limit economic activities outside of urban growth areas. However, the Act still provides local governments with flexibility in defining what uses are not "urban in nature" and which are "compatible with the rural character of the lands". This section of the plan may be used to set out what economic activities and other uses will be permitted in these areas.

COMPREHENSIVE PLAN: LANDS FOR PUBLIC FACILITIES

GMA Requirements

Cities and counties planning under the Act must identify lands useful for public purposes such as utility corridors, transportation corridors, landfills, sewage treatment facilities, storm water management facilities, recreation, schools, and other public uses. The local governments must prepare a prioritized list of lands necessary for the identified public uses including an estimated date by which the acquisition will be needed. The jurisdictions' capital acquisition budget must reflect these priorities and time schedule.

**Economic Issues
and Implications**

This requirement provides another mechanism to assure that public infrastructure required to support economic activities is provided for. Local governments have the opportunity to identify public facilities, in addition, to those listed, that are important to achieving the community's economic objectives.

COMPREHENSIVE PLAN: CONSISTENCY

Comprehensive plans developed under the Act must be internally consistent and all elements must be consistent with the land use map developed for the land use element.

Economic Issues and Implications

The consistency requirement provides an opportunity to make sure that policies regarding land use, transportation, capital facilities, utilities, housing and rural lands support (are consistent with) the community's objectives for its economy, as well as other objectives.

COMPREHENSIVE PLAN: CONCURRENCY

GMA Requirements

As noted in the discussion of the capital facilities element and the transportation element, the GMA requires that public facilities, including transportation facilities, needed to support the activities contemplated by the land use element be provided for by the plan.

Economic Issues and Implications

The concurrency requirement helps assure that facilities and infrastructure required for economic development are provided in a timely fashion. At the same time it requires that land use assumptions or service level assumptions be changed if the community is unable to provide the services and infrastructure required. Care, therefore, needs to be given to assure that realistic service levels and financing mechanisms are in place to provide for these services.

COMPREHENSIVE PLAN: AMENDMENTS

GMA Requirements

The GMA requires local governments to establish procedures for amending or revising their comprehensive plans. Amendments and revisions, except those needed to address emergencies, may not occur more frequently than once a year, and all proposed amendments must be considered concurrently so that cumulative effects may be evaluated.

Economic Issues and Implications

Response to Economic Opportunities. The limit on the frequency of plan amendments and the requirement that development regulations be consistent with the comprehensive plan increase the importance of making sure that the comprehensive plan provides some flexibility for responding to unforeseen opportunities, otherwise it may be necessary to wait until the annual amendments to adjust the plan to provide for these opportunities.

DEVELOPMENT REGULATIONS

GMA Requirements	The GMA requires cities and counties that are planning under the Act to adopt development regulations that are consistent with the comprehensive plan. Jurisdictions not planning under the Act must also revise their development regulations so that they are consistent with the jurisdiction's comprehensive plan. Development regulations are any controls placed on development or land use activities by a county or city including, but not limited to, zoning ordinances, official controls, planned unit development ordinances, subdivision ordinance, and binding site plan ordinances.
Economic Issues and Implications	<u>Extent to Which Development Regulations Promote Plan Policies.</u> Development regulation can either help or hinder plan policies, goals, and objectives. For example, requiring a conditional or special use permit adds costs and time to implementing projects. The GMA encourages jurisdictions to review their permit procedures to ensure that they do not unnecessarily frustrate desired developments.
Examples	<u>Snohomish County EDC.</u> The Snohomish County EDC recommendations urge local governments to ensure that development regulations do not inhibit development allowed under the comprehensive plan and designated zoning. <u>Port of Olympia.</u> The Port of Olympia is preparing development standards for port properties to submit to local governments for consideration during their promulgation of development regulations.

WATER AVAILABILITY

GMA Requirements	Applicants for building permits needing potable water must provide evidence of an adequate water supply for the intended use before the local government may issue a building permit. This requirement applies statewide, not just to jurisdictions that are required, or have elected, to plan under the Act.
Economic Issues and Implications	The issue of water availability is governed by state and federal laws and policies in addition to the GMA provision noted above. The GMA requirement, however, will effectively impose a moratorium on growth in areas where potable water is unavailable. A number of GMA's planning steps, including the county wide planning policies, essential public facilities, and capital facilities elements, provide an opportunity for local governments to present a strategy for addressing water availability.

REGIONAL TRANSPORTATION PLANS

GMA Requirements	<p>The GMA authorizes local governments to form regional transportation planning organizations to develop regional transportation plans and to certify that local comprehensive plans are consistent with these plans. These plans focus on facilities, services, or projects that cross county lines; will be used by a significant number of people who live or work outside the county in which these facilities and services are located; are expected to have significant impact in more than one county; have impacts that can be better avoided or mitigated through regional policies; or otherwise are determined to have regional significance.</p> <p>All transportation projects within the region that have an impact on regional facilities or services must be consistent with the regional transportation plan. In addition, the Department of Transportation is required to identify and jointly plan improvements and strategies within those corridors important to moving people and goods on a regional or state-wide basis. Finally, the Act authorizes biennial appropriations to DOT to provide funds to regional transportation planning organizations.</p>
Economic Issues and Implications	<p>The regional transportation provisions provide an opportunity to focus on regional transportation facilities, services and projects that are needed to support local and regional economies. The resulting transportation plans are likely to be used to identify funding sources and set priority for allocating funds among regional transportation projects.</p>
Examples	<p><u>Thurston Regional Planning Council/Port of Olympia.</u> The Thurston Regional Planning Council serves as the county's Regional Transportation Organization. The Port of Olympia is a member of the council at both the policy and technical levels. The Thurston Regional Transportation Plan includes a goal promoting freight movement in the state. The goal includes policies to improve freight transportation forecasting, planning and management and to coordinate with the Port of Olympia to ensure a highway network and port access routes designed for regular use by heavy trucks.</p>

IMPACT FEES AND REAL ESTATE EXCISE TAXES

What GMA Provides	<p>The GMA authorizes local governments planning under the Act to impose development fees for streets, roads, open space, parks and recreation facilities, schools and fire protection facilities. The Act also authorizes local governments required to plan, or that have elected to plan, to impose an additional 1/4% excise tax, if approved by the voters in the taxing district, on property sales to help finance capital</p>
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facilities identified in the capital facilities element of the comprehensive plan.

Economic Issues
and Implications

These funding mechanisms provide options for raising some of the revenues needed to finance facilities and infrastructure. They are a small piece of a jurisdiction's overall tax policy. Important considerations in formulating this policy include, the appropriate allocation of development costs to the community and the private party involved, the timing for imposing those costs, and the effect of this approach on a community's competitive position when it comes to attracting desired growth.

APPENDICES

Community Examples

**PORT OF WALLA WALLA
PROPOSED CHANGES TO GMA PLANNING POLICIES**

2.0 GENERAL PLANNING GOALS

2.8 Add after habitat employment opportunities.

2.16 New - In order to maintain a sufficient tax base to support essential government services, economic development efforts to diversify and expand basic manufacturing and service related jobs is encouraged.

3.0 URBAN GROWTH AREAS

Purpose

8. New - Provide adequate supply of industrial property and infrastructure to support economic development.

Policies

3.3 Add after forecasts "or city and county 10 and 20 year projections".

3.13 The Port believes economic development opportunities are needed throughout the county and that industrial development, done properly, should be allowed outside an urban growth area. Developments like Boise Cascade and Iowa Beef are not in urban areas for very good reasons. This provision also conflicts with the Port's understanding that certain agricultural lands adjacent to the airport would be included in the urban growth area. The Port would like to work with the county and cities to modify provision 3.13.

3.14 Add new sentence - However, it is recognized that the Port as a unique special district currently provides urban services at the Walla Walla Regional Airport and subsequently, should continue to be the primary service provider for the airport.

4.0 JOINT CITY-COUNTY PLANNING WITHIN UGA

Purpose

9. New - Insure adequate supplies of industrial property within each respective jurisdiction.

Policies

4.2 Add after remaining "by land use category".

9.9 New - To recognize the importance of industrial zoned property on the Columbia/Snake River system for the efficient transportation of local commodities to world markets. To support efforts to protect and encourage zoned industrial property on the river system.

9.10 New - Federal and state resource related agencies will coordinate with local economic development officials concerning their land use plans that may impact economic development activities.

9.11 New - The county and municipalities will encourage the recruitment of new business employers to absorb the increasing labor force, and to supply employment to a portion to the county's residents who are currently employed outside the county.

9.12 New - The county and municipalities will encourage growth of businesses of all sizes, because all are important factors in overall job growth in the county and the municipalities.

9.13 New - The county and municipalities will demonstrate their commitment to the retention of those enterprises which have created the economic base of the county, and promote their continued growth, in a predictable environment, which encourages investment and job growth.

9.14 New - To develop agricultural based industries through continued innovations in production, marketing, technology, and increased investments in value added processing.

9.15 New - To improve the overall business climate through promotion of government efficiency to ensure that regulations protect public interests, including private sector business opportunities; and to ensure that all building permits and planning regulations and procedures are clear, uncomplicated, concise and administered in a timely manner.

10.0 RURAL LANDS

Policies

10.3 Add after agriculture "industrial".

11.0 RESOURCE AND CRITICAL LANDS

Purpose

7.0 New - To site industrial development activities not conducive to urban locations.

Policies

11.9, 11.10, 11.11 "All Jurisdictions" should be defined.

11.15 New - Walla Walla County discourages additional federal and state ownership of resource and critical lands.

11.16 New - Critical transportation corridors will be allowed and can be developed in resource and critical lands if reasonable alternative routes are not available.

11.7 New - As critical lands are inventoried and classified consistent with GMA guidelines, the county, cities and resource agencies will attempt to replace those land uses negatively impacted by such a designation.

11.8 New - The county and municipalities believe consistency in the definition and delineation of wetland habitats is essential.

11.9 New - The county and municipalities support the concept of wetland banking, as an incentive to create, enhance, or restore wetland values in anticipation of a future project that will potentially impact a wetland or buffer.

13.0 FISCAL IMPACT

Policies

13.1 Add after cities "and any affected special purpose districts".

13.4 Delete "impact".

13.5 Add after cities "an affected special purpose districts".

14.0 PUBLIC EDUCATION AND PARTICIPATION

Policies

14.1 Add economic development committee.

ORIGINAL

9.0 COUNTYWIDE ECONOMIC DEVELOPMENT AND EMPLOYMENT

Purpose

To recognize the importance of economic development activities to the well-being of Walla Walla County in that such activities produce many benefits, including increased employment opportunities, an expanded tax base, greater disposable income, and additional tax revenues. However, they can also impose potential adverse impacts, including traffic congestion, increased demands for housing and social and health services, additional demands on the water supply, and pressure to develop rural lands, resource lands and critical areas. These policies are designed to promote maximization of the benefits and minimize the potential impacts of successful economic development activities.

Policies

- 9.1 To support and encourage economic growth development that is consistent with the preservation of Walla Walla County's quality of life and environment and that is within the capabilities of the county's ~~natural~~-resources, public services and public facilities.
- 9.2 To include an economic development element in the comprehensive plans of the county and each city within the county.
- 9.3 To base the economic development element of the comprehensive plans upon a needs assessment which evaluates the following factors within the community:
 - A. An inventory of available land suitable for development of commercial and industrial land use;
 - B. The availability of infrastructure, including transportation and utilities;
 - C. The availability of housing and developable housing lots to support economic growth;
 - D. The availability of renewable water resources;
 - E. The needs and characteristics of Walla Walla County's current resident work force, and those residents who will enter the work force in the future.
- 9.4 To coordinate the economic development element of local comprehensive plans with other elements of the plan, with particular attention being given to coordination with the land use and capital facilities elements, and the Coordinated Water System Plans.
- 9.4a To ensure an adequate supply of industrial property throughout the county, and to support the development of infrastructure to service land designated as industrial.

- 9.5 When designating areas for future commercial and industrial uses, preference should be given to those areas with infrastructure capacity and/or the potential to provide infrastructure; and the potential to provide adequate, affordable housing, and/or transportation linkages to existing housing.
- 9.6 The economic development element should encourage inter-jurisdictional coordination and cooperation on economic development issues, particularly those that affect the size and diversity of the economic base. Comprehensive plans should recognize ~~Team Walla Walla and the Port of Walla Walla's~~
-----~~leadership roles in countywide economic development and each~~
-----~~jurisdiction's plan should~~ encourage coordination with
-----these local economic development organizations.
- 9.7 The Port of Walla Walla, and Team Walla Walla and other local economic development organizations should participate in the development of the comprehensive plans of each jurisdiction; at a minimum reviewing and commenting on document drafts.

INCORPORATES SOME CHANGES

9.0 COUNTYWIDE ECONOMIC DEVELOPMENT AND EMPLOYMENT

Purpose

To recognize the importance of economic development activities to the well being of Walla Walla County in that such activities produce many benefits, including increased employment opportunities, an expanded tax base, greater disposable income, and additional tax revenues. To recognize an adequate and diversified industrial land inventory throughout Walla Walla County is necessary to support economic development efforts and to minimize potential impacts. These policies are designed to promote maximization of the benefits and minimize the potential impacts of successful economic development activities.

Policies

- 9.1 To support and encourage economic development that is consistent with the preservation of Walla Walla County's quality of life and environment and that is within the capabilities of the county's, natural resources, public services and public facilities.
- 9.2 To include an economic development element in the comprehensive plans of the county and each city within the county.
- 9.3 To base the economic development element of the comprehensive plans upon a needs assessment which evaluates the following factors within the community:
 - A. An inventory of available land suitable for development of commercial and industrial land use;
 - B. The availability of infrastructure, including transportation and utilities;
 - C. The availability of housing and developable housing lots to support economic growth;
 - D. The needs and characteristics of Walla Walla County's current resident work force, and those residents who will enter the work force in the future.
- 9.4 To coordinate the economic development element of local comprehensive plans with other elements of the plan, with particular attention being given to coordination with the land use and capital facilities elements, and the Coordinated Water System Plans.
- 9.5 To ensure an adequate supply of industrial property throughout the county, and to support the development of infrastructure to service land designated as industrial.
- 9.6 When designating areas for future commercial and industrial uses, preference should be given to those areas with infrastructure capacity and/or the potential to provide infrastructure; and the potential to provide adequate, affordable housing, and/or transportation linkages to existing housing.

- 9.7 The economic development element should encourage inter-jurisdictional coordination and cooperation on economic development issues, particularly those that affect the size and diversity of the economic base. Comprehensive plans should encourage coordination between local economic development organizations.
- 9.8 The Port of Walla Walla, Team Walla Walla and other local economic development organizations should participate in the development of the comprehensive plans of each jurisdiction; at a minimum reviewing and commenting on document drafts.
- 9.9 Support federal and state resource agency coordination with local governments and economic development groups concerning their land use plans that may impact economic development activity.
- 9.10 The county and municipalities will demonstrate their commitment to the retention of those enterprises which have created the economic base of the county and promote their continued growth in a predictable environment which encourages investment and job growth.
- 9.11 Develop agriculture based industries through continued innovations in production, marketing, technology and increased investment in value added processing.
- 9.12 Improve the overall business climate through promotion of governmental efficiency to ensure that regulations protect the public interests, including private sector business opportunities; and to ensure that all building permits, planning regulations and procedures are clear, uncomplicated, concise, and administered in a timely manner.
- 9.13 Support and encourage economic development efforts to diversify and expand basic manufacturing and service related jobs.
- 9.14 To recognize the importance of industrial zoned property on the Columbia/Snake River system for the efficient transportation of local commodities to world markets. To support efforts to protect and encourage zoned industrial property on the river system.
- 9.15 The county and municipalities will encourage the recruitment of new business employers to absorb the increasing labor force, and to supply employment to a portion of the county's residents who are currently employed outside the county.



**Daniel
Clark**

Daniel N. Clark has practiced law in Walla Walla since 1971. He is a founding member of Walla Walla 2020.

Current quality of life is a treasure that must not be lost

Should Walla Walla grow? To what size? Should we add 5,000 people? Ten thousand? Why? Should we grow constantly, without limit?

It's important to be clear at the outset that the issue isn't whether we want a strong economy with jobs for everyone who lives here. We all want that, and need to work for it. The issue is how we go about achieving that goal, and whether growth is the answer or if it simply adds another set of problems.

Like most of us, I love Walla Walla and want it to have a thriving economy. I was born here, raised here, and attended Whitman College. My father was president of the Chamber of Commerce. Although I lived and worked several years in larger cities, I returned here over 20 years ago.

Most of us who live here do so by choice, because Walla Walla is rare in providing a relatively sophisticated urban culture in a small town setting which offers beauty, security, clean air, freedom from congestion, and a sense of community. These qualities have economic value; they are a major but hidden part of the paychecks we take home in Walla Walla, and they are hard to find elsewhere at any price.

Walla Walla is currently growing without recruiting outside companies and people. We all see this in the increased traffic on the streets, the housing shortage, lack of space in the schools, and the gang activity. Even at our previously stable population levels, the water in the basalt aquifer has been falling an average of 4-5 feet a year for 30 years. What will happen if we have greater growth?

Our current quality of life is a treasure which can easily be lost if the "bigger-is-better" philosophy is allowed to prevail. Some growth will naturally occur, and we have to prepare to manage it. But why do some interests advocate that Walla Walla should actively seek more growth?

The first argument usually given is that economic health requires perpetual growth. There is the suggestion that the economy is now in a crisis that only growth, not sustainability, can cure.

An objective look at our economy shows a different story. For decades Walla Walla has had a strong economy together with a stable population. Economic difficulties experienced today are not caused by lack of growth but are common throughout the United States, in large and growing areas as well as in smaller ones. In fact, the State Employment Security Department recently reported that smaller cities were doing better with regard to employment than areas which underwent tremendous growth in the 1980s.

The Walla Walla economy is currently a diverse one with many sectors contributing to stability. At the same time, development efforts tailored to the local community are necessary to maintain and strengthen the economy.

Because of this, Walla Walla 2020 has produced a White Paper on Economic Development which focuses on appropriate development programs for Walla Walla, with emphasis on sustainability, diversity, import conservation and substitution, and self-sufficiency. I encourage you to read the White Paper, which is available at the public library and at Earthlight Books.



**Jim
Kuntz**

Jim Kuntz is manager of the Port of Walla Walla.

The issue is not whether WW will grow but how it will grow

During the past few weeks the Union-Bulletin has published several articles relating to "planning policies" that are being developed by the county and cities as required by the Growth Management Act. The purpose for the planning policies is to develop an overall vision for the county. This vision will then serve as a guideline for the county and each incorporate city as more detailed comprehensive plans are developed.

The Port has taken an active role to ensure that the planning policies reflect a strong commitment to strengthen and diversify our economy. Specifically, the Port has suggested the planning policies need to support and encourage the expansion of basic manufacturing jobs, retention of existing industries, and the recruitment of new businesses.

As a public entity the Port also has an obligation to explain to our shareholders the reasons why economic development demands such a prominent voice in the planning policies. The best way to illustrate these reasons is to site several economic statistics.

Resident Civilian Labor Force/Walla Walla County		
1980		25,450
1990		23,220
		-2,230
Resident Civilian Employment/Walla Walla County		
1980		23,770
1990		21,860
		-1,910
Median Household Effective Buying Income (EBI)		
1980	WW County	\$22,928
	State of Wash.	\$20,600
		\$2,328
1990	WW County	\$23,939
	State of Wash.	\$29,612
		-\$5,673

* In the last 10 years, the percentage of students who qualify for free or reduced priced lunches in Walla Walla School District has increased from 24 percent to 35 percent. The state average is 25 percent.

* Requests for public assistance in Walla Walla County is up 65 percent in the past seven years.

* One company (Boise Cascade) pays 14 percent of the property taxes collected by the county.

The public policy debate inherent to implementing provisions of the Growth Management Act should not be characterized as pro growth versus no growth. The decision is not whether to grow but how to grow. During the past two years the county's population has increased approximately 4.0 percent. This equates to 2,000 new residents. The Washington State Office of Financial Management is projecting the county's population will increase from 50,500 to 61,533 by the year 2002. Subsequently, the task before us is to develop a responsible plan to accommodate growth. For our county's overall growth management plan to succeed it must successfully address two fundamental questions:

- Does the plan develop strategies to maximize the economic opportunities inherent to growth?
- Does the plan develop strategies to minimize the negative impacts inherent to growth?

In order to maximize the economic benefits as our county grows, the planning policies should support a broad based economic development program that will strive to increase employment opportunities, provide greater disposable income, a more diverse tax base, and additional tax revenues to adequately fund essential government services.

Two important elements to a broad based economic development plan is to assist in the retention and expansion of existing industries and to recruit new responsible industries to our area. Unfortu-

How much should WW grow?

✓ KUNTZ: The issue is how will area grow

Continued from page 25

ately, the final draft of the county's planning policies lacked any reference to supporting the retention of existing industries or the recruitment of new industries to our area. The County Planning Commission has recently taken positive steps to strengthen the documents overall resolve for a strong economic development emphasis.

For those community members working on recruiting new responsible industries to our area, the planning policies (i.e. community vision) is of critical importance. Often times before a company will make a final siting decision, they will conduct extensive research on the community. If our planning policies fail to support and encourage new industries our community may fail to close the deals. Simply stated, our planning policies can either serve as an economic development tool or as a deterrent to economic development.

Just as important to developing

strategies to maximize opportunities inherent to growth, is the need to develop strategies to minimize the negative impacts inherent to growth. Subsequently, planning policies need to reflect a strong commitment to maintaining and enhancing our quality of life.

Not only is it important to our cultural well being but it is also important to our economic future. One of the most effective recruiting tools is our quality of life. The more we enhance it, the better opportunity economic development officials have in successfully recruiting companies that look specifically to communities with quality of life attributes. In turn, these companies that move to our community will want to protect and enhance those attributes. Maintaining our quality of life also benefits existing industries that seek to recruit highly skilled individuals to smaller urban markets like Walla Walla.

Recruiting new responsible industries that add to our tax base can actually enhance our quality of

life. Our local governments do not have the financial resources today to build new parks and libraries. We have trouble just maintaining what we have today. Our city library has recently reduced its hours and staff due to budget constraints. The parks department has had to eliminate its capital improvement budget. However, a stronger more diverse economic base can provide additional tax revenues that can support quality of life investments. The goal for a strong and diverse economy as well as enhancing our quality of life are compatible goals. In fact, they need each other to survive and prosper.

Quality of life also begins with a quality job. In Walla Walla County alone there are over 1,800 people officially counted as unemployed. That does not include those unemployed citizens not counted in our state statistics and those who are underemployed. In our regional economy there are some 7,000 people unemployed.

During the next two years our

county and each incorporated city will be developing comprehensive plans that will largely decide how our communities will accommodate growth. The process for public input has just begun. It is important through the public input process, which is the cornerstone to a successful growth management plan, that our comprehensive plans reflect the following:

- A recognition of the need to reverse several disappointing economic trends of the last decade.
- Community support and commitment to diversify and strengthen our economy.
- A recognition that economic development done properly is not part of the problem but is actually part of the solution to retaining a strong and vibrant quality of life.

The decisions before us are not whether to grow but how to grow. Let's make sure we maximize the economic opportunities and minimize the impacts inherent to growth.

✓ CLARK: Current quality of life in WW must not be lost

Continued from page 25

I also recommend a book by the chair of the Economics Department at the University of Montana titled "The Economic Pursuit of Quality," which discusses the economic value of factors which make Walla Walla uniquely livable, as well as appropriate methods of economic development for communities such as ours, and the myth that economic development requires growth.

The second argument given for growth is that it will increase our tax base and will provide additional revenues for public services, thereby keeping taxes down. However, the experience of cities and counties across the nation is that growth actually increases the tax burden on each person, because growth demands new or expanded capital facilities and services, which are more costly than the current ones. To attempt to lower taxes by growth is therefore self-defeating, since growth ends up costing more than the tax revenue it brings in, to say nothing of the deterioration of the quality of life which comes with it.

What most Walla Wallans want, I believe, is a dependable, stable economy suited to the characteristics of our community and the needs of its labor force. The way to achieve this is through the development and expansion of home-grown businesses rather than the pursuit of large, externally owned companies who may demand public giveaways, who will import workers from out of the community, whose profits will be shipped out, and whose outside owners, having no commitment to Walla Walla, may decide

after a few years to move their businesses somewhere else.

It is important that citizens who recognize the unique value of our community begin to play a greater role in the discussion of growth and economic development issues, since the current process often assumes that the pro-growth position of certain interests is settled policy, and is reluctant to consider either long term goal setting or alternatives to pro-growth development strategies.

A good example is the development of policies to guide planning under the Growth Management Act. In June the County Planning Commission will hold a public hearing on the pro-growth policies that the Port of Walla Walla wants to have adopted immediately, before there has been an opportunity for analysis of the effects of growth or attempts to build community consensus as to population goals and economic development strategies. Encouraging growth may be appropriate in some parts of Walla Walla County, but this is a decision that should be made by the people who live in the affected areas after full public discussion.

Local public policies can encourage additional growth, or they can encourage stabilization of population at a desired level and the development of a stable, sustainable economy. Those who value our community's rare qualities need to become actively involved in assuring that public processes which affect its future in fact reflect the will of the public, by speaking out on growth issues, attending public meetings and hearings, and electing public officials committed to preserving the livability of Walla Walla.

Walla Walla 2020



Today's vision for tomorrow's community

WHITE PAPER ON ECONOMIC DEVELOPMENT

Walla Walla 2020's goals have been to envision and realize a liveable community in the Walla Walla area in the coming decades, through promoting those practices and systems which will protect and enhance our quality of life. We have undertaken initiatives in recycling and waste reduction; bicycle, pedestrian, and bus transportation; downtown revitalization; architectural efficiency and preservation; promotion and protection of trees and landscaping; and appropriate water use. These efforts, together with those of other community-minded bodies and individuals, give us some reason to believe that Walla Walla's high quality of life can be preserved and renewed for future generations.

However, during the last two years, the continuing population increase in the area, as well as the region, threatens to overburden both our natural and humanmade resources, and to alter significantly the character of the community for existing and new residents alike. The City of Walla Walla's population grew by less than a thousand from 1980 to 1990, from 25,620 to 26,478, while in just the last two years it has increased by nearly two thousand, to 28,376. The Walla Walla School District student population in that same period increased about 10% from 5100 in 1980 to 5600 in 1990, and a similar 10% in the last two years to 6131, with a growth of 310 students for 1992 alone. As a result, the schools have no capacity to absorb additional students without new facilities.

Housing vacancies in Walla Walla, at .8%, are virtually nonexistent. More cars are on the streets, creating the beginning of congestion and air pollution. South 9th daily traffic counts have increased from 13,610 in 1980 to 20,732 in 1991, while Rose between 3rd and 9th has increased from 5976 in 1979 to 12,419 in 1991. We are continuing to mine the deep aquifer which supplies much of our water and which has been declining an average of 4-5 feet a year for more than 20 years. Other adverse changes are also occurring which will only be aggravated if the population trend continues.

Concurrently with the population influx, various efforts are underway in the community under the heading of "economic development" to insure jobs and a strong economy. Some of these efforts may tend to increase population pressures and to further burden our natural and humanmade resources.

Because of this, Walla Walla 2020 believes it is critical that we as a community (1) understand the nature and dynamics of economic development, and (2) attempt to come to a consensus on short term and long term economic development goals and the methods to be used to achieve them.

A vital, thriving economy is a key element in the quality of life we all seek in the Walla Walla area. There are many ingredients to a continuing prosperity, some of which are public and some private. Since we all have a stake in our economic success, it is appropriate that all sectors of the public be involved in economic development activities and planning, rather than leaving these matters solely to those in the commercial sector.

The first goal of economic development, therefore, should be to support the founding, survival, and expansion of local small businesses. The means to achieving this should include (1) support for general education, management skills, and worker training programs, (2) support for a small business center and business incubator, (3) development of systematic import substitution and conservation programs, including the important agricultural sector, (4) support for natural resource conservation programs including commercially productive farm and timber lands, and (5) exploration of the need for a local development credit fund.

The second goal of economic development should be to protect and improve the quality of public resources and services. In addition to its local businesses, entrepreneurship, labor force, and productive natural resources, the other primary economic asset of the community is its public resources and services. These resources serve businesses directly to some extent, but also serve all of the citizens of the area, and are largely responsible for why people want to live here. Included in this category are the schools, colleges, transportation system, water and sewer systems, police and fire services, libraries, and parks and recreational facilities, as well as clean air, natural beauty, freedom from congestion and blight, security from crime, and the richness of the cultural activities available.

The importance of the strength of these public resources to the economic well-being of the community is sometimes overlooked. As well as their direct relevance to productivity, they are the quality of life factors businesses seek when they decide where to locate. In addition, they are the factors which attract or repel others such as retirees who are free to live where they wish, and whose expenditures and investments have a large impact on the community they choose to settle in. Forty to fifty percent of all personal income flowing into communities is other than wages, salaries, or profits, and includes income on investments, pensions, and transfer payments.

Along with its agricultural lands, Walla Walla's most significant economic asset is the quality of its public resources, including its rich cultural offerings, parks, beautiful streets lined with tall trees and historic homes, clean air, small-town sense of community and security, and lack of congestion. Its sustained ability to attract and hold a stable population over the decades, together with the wide diversity of businesses and employers, which have been relatively unaffected by national highs and lows, demonstrates the basic health of the Walla Walla economy. The net influx of approximately 2000 people to the Walla Walla area in the last 2 years unconnected with any major new job offerings is further testimony to the attractiveness of the community as a place to live.

While incoming residents bring new resources and can be the source of new businesses, they also necessitate new or expanded public services. In general, the effect of a growth in population, from whatever source, is that public expenditures increase per capita, requiring higher taxes to pay for expensive new facilities. A growth in population also means more congestion, degraded air quality, and related urban problems. Newcomers from areas with higher costs of living, and generally increased demand, drive housing costs out of reach for some existing residents, and most will find the qualities which attracted them to the community degraded. In the end, in an area as wealthy in culture and amenities as ours, we believe that growth will tend to impoverish rather than enrich us.

Because of such difficulties, the provisions of the Growth Management Act require our cities and county to squarely face the costs of growth, and to condition new land development on community plans to deal with the problems growth brings. Planning under the Growth Management Act will allow many of these concerns to be addressed .

AUG 17 1992 Walla Walla 2020



Today's vision for tomorrow's community

August 17, 1992

Laurie Klicker, Associate Planner
Walla Walla County Regional Planning
310 W. Poplar, Suite 117
Walla Walla, WA 99362

RE: Planning Policies for Economic Development

Dear Laurie:

Thank you for forwarding a copy of the draft economic development policies for comment by the Walla Walla 2020 Economic Development Committee.

The Walla Walla 2020 citizens group is vitally interested in economic development. We believe that sophisticated economic development activities must take place to maintain the competitiveness of local businesses, to enhance the productivity, skill levels, and earnings of Walla Walla businesses and their employees, and to replace businesses which close or relocate. On the other hand, the manner in which economic development activities are carried out also has the capacity to adversely affect the future stability of our economy as well as our quality of life and environment.

Therefore, it is very important to develop a community consensus on longterm development goals, as well as methods, to assure that development meets the needs of the entire community.

To achieve this in the context of the GMA comprehensive plan adoptions, we propose that the economic development elements of the county and city plans be developed in consultation with an advisory committee composed of representatives of the bodies receiving a copy of the draft policies (Port of Walla Walla, Team Walla Walla, Walla Walla Area Chamber of Commerce, Downtown Walla Walla Foundation, Walla Walla 2020, and the City of Walla Walla). We would be glad to participate on such a committee.

Our proposed additions to the draft Planning Policies for Economic Development are attached. Thanks again for the opportunity to contribute to this process.

Sincerely,

Barbara Clark, President

WALLA WALLA 2020 PROPOSED AMENDMENTS TO DRAFT
COUNTY-WIDE ECONOMIC DEVELOPMENT AND EMPLOYMENT POLICIES

Purpose

Add to adverse impacts: "and additional demands on a depleting water supply".

Policies

- 9.1 Add: "and consistent with the preservation of Walla Walla County's quality of life and environment". (See RCW 43.31.005, Trade and Economic Development Act, for identical language).
- 9.3 Add:
 - d. The availability of renewable water resources.
 - e. The needs and characteristics of Walla Walla County's current resident work force, and those residents who will enter the work force in the future.
- 9.4 Add: "and water elements."
- 9.6 Add: "and other interested organizations."
- 9.7 Add after Team Walla Walla and the Port of Walla Walla:
"and other interested bodies such as Walla Walla Downtown Foundation, Walla Walla Area Chamber of Commerce and Walla Walla 2020".

SUMMARY OF COMMENTS ON THE DRAFT COUNTYWIDE ECONOMIC DEVELOPMENT POLICIES

The following summarizes comments made at the first meeting of The EDC Economic Development Working Group on March 11. These comments provided fodder to draft revised economic development policies, enclosed.

DRAFT POLICY # 1: ECONOMIC VITALITY

Economic vitality should be defined.

Policies should articulate a regional, multi-county vision for economic development.

The goal to "maintain" economic vitality should be changed to "improve" or "contribute." Maintaining is not enough.

Density:

Ensure that the urban core areas provide adequate residential density and adequate zoning for commercial and industrial areas to accomplish economic development goals.

Jurisdictions should mandate and maintain dense corporate city centers.

Rural Areas:

How will we support rural areas?

They should be protected in order to retain their character. Jurisdictions should encourage and create conditions favorable to their economic vitality.

The economic impacts of government policies and programs should be quantified. For example, increased business taxation will drive business out of the area.

Land Supply/Land Use:

The existing urban growth boundary does not adequately provide for new industrial growth.

Status quo land use regulations will not work to achieve the "vision" of economic vitality.

Other Comments:

The consequences of restricting land supply are inevitable, so the potential impacts of decisions must be considered carefully.

Jurisdictions should mandate a review of environmental impacts of GMA development regulations before their adoption. Also, jurisdictions should think about the intended and unintended consequences of GMA planning.

Zoning in existing UGAs should be consistent with goals for job growth.

DRAFT POLICY # 2: PUBLIC INFRASTRUCTURE

Infrastructure Financing:

Who pays for infrastructure? Some comments:

Infrastructure should be funded by the public, not by industries we are trying to attract.

Minimize upfront infrastructure costs to businesses. Upfront expenditures reduce the return on investment. To the extent businesses can spread payment and reduce permit time, investment in this region will be more attractive.

Use tax increment financing to pay for infrastructure, and identify new funding mechanisms.

How will public infrastructure policies and decisions influence non-traditional or private infrastructures?

Modify infrastructure investments to include both public and private investments. Examples of private investments include fiber optics and cable TV.

Targeting Infrastructure:

Prioritize targeted geographical areas, for example, master-planned communities, and direct infrastructure to these areas.

Identify key existing businesses and industries, determine their infrastructure needs, and coordinate infrastructure accordingly.

Include energy facilities in public infrastructure. Right of way acquisition and other problems of gas and electric utilities should be considered.

Encourage regional development of new types of infrastructure such as a fiber optics network.

Other Comments:

Road systems in rural King County are becoming inefficient transport corridors for commercial products. The mixed use of suburban travelers and commercial haul translates into unsafe roads for both.

Should infrastructure investment lead or follow economic development?

Infrastructure should be provided concurrently with economic development.

Keep in mind the costs of doing business.

Offsite infrastructure (public costs) should be distinguished from site impacts (development costs).

Explore new public infrastructure investments that will nurture and help communications.

DRAFT POLICY #3: ECONOMIC DIVERSIFICATION

Economic Base:

Encourage start-up and entrepreneurial companies, expansion of existing businesses, and recruitment of firms to the area.

Encourage the retention of our existing economic base in addition to seeking diversification.

The first priority should be to reinforce the traditional value-added industrial and manufacturing base, then focus on diversification.

Target industries and companies to locate in specific geographical areas in the Puget Sound region. Use economic incentives to encourage companies to relocate to the area.

Identify spin-off impact of major industries and capitalize on their role as incubators for new companies. Examples in the Puget Sound region include medical and software spin-off technologies from aircraft manufacturing.

Evaluate current economy to determine existing strengths and weaknesses. Inventory and capitalize on our areas of comparative advantage.

Analyze the economic development needs for each industry segment.

What specific "mechanisms" are available to implement this policy?

Education's Role:

Ensure that educational institutions are in tune with business needs.

Downplay diversification – focus higher education programs on skills needed in growing industries.

Labor Force:

Nurture existing labor base in addition to business.

Need stability of jobs, wages and output over the business cycle.

Recognize the need for semi-skilled jobs.

Other Comments:

Components are vague and contradictory.

How is this policy linked to other economic goals?

Distinguish between the needs of small and large businesses.

DRAFT POLICY #4: ECONOMIC OPPORTUNITIES

Business Role and Impact:

Don't attempt to accomplish social or geographical goals by adding costs to private businesses.

Do not create disincentives that force businesses to leave urban areas.

Use magnet programs to draw essential businesses to geographical areas.

Use carrots, not sticks, to locate businesses in urban growth boundaries.

Improve access to the education system for small businesses.

Human Needs:

Human Needs:

The ultimate goal of economic development should be to improve the lives of citizens. Identify programs and policies to reconcile conflicting needs of work and family, e.g., transportation, child care and medical and dental insurance and employment training.

Spending on human services should be designed to support families and assist children to become employable citizens.

Government should provide incentives to businesses to allow employees to devote time and resources to their children.

Jurisdictions should support joint public-private efforts to encourage small business development and expansion.

Mandate residential densities to ensure an adequate supply of low and moderate priced housing close to job centers within urban areas.

Other Comments:

What programs or actions can jurisdictions take to implement this policy?

Define how wealth will be shared.

Define government's role in helping to share growth throughout the state.

DRAFT POLICY #5: LAND SUPPLY AND LAND LAND USE

Assessing Land Supply:

Identify size, amount and uses of land needed to achieve economic goals. Identify residential and commercial densities to satisfy GMA goals. Mandate local jurisdictions zone to meet density allocations.

Expedite the assessment of the demand and supply of land for all uses in the county, as this is a volatile issue.

Establish a 3:1 ratio of the supply of available land to the projected demand for land over the 20-year planning period.

Maintain a net supply of industrial land that is 20 times the average annual demand.

Retraining:

An early warning notice is a minor component of this policy. Transition assistance should be available at all times. Many businesses could retain more employees if they were retrained.

In dealing with the Frederic & Nelson closure, we are finding that there are very limited resources to assist dislocated workers. Hard dollars need to be committed to this task.

Retraining of workers should begin before they are laid-off or a company goes out of business.

Retraining should be an ongoing process.

Retraining is a good idea but at what cost?

Education's Role:

Encourage continuous training of the work force and encourage schools to work with business on education.

Once again, state and local governments need to support education.

A thorough analysis of the failures and successes of our education system is needed. How competitive is it now?

Need to establish a new community college by the Year 2000. Set a goal to increase access to post secondary education by encouraging the Legislature to fund 6,500 to 7,000 full time equivalent students to community and technical colleges by 1995. Develop alternative modes of delivering education and training; e.g., cable.

Public funding for JTPA, SWJS, and other government training assistance programs should be coordinated with technical and community colleges.

Education must be encouraged in its broadest form; it is not just for acquiring job skills.

Other Comments:

Who facilitates the development of a highly competitive labor force? government, private or nonprofits?

The WARN requirements should be expanded to include smaller employers.

The WARN requirements should not be expanded to include smaller employers.

DRAFT POLICY #8: MAINTAINING FLEXIBILITY TO MAKE POLICY CHANGES

General Comments:

This is a critical component. Flexibility must be retained for unforeseen changes and to respond to emerging opportunities.

This is a pretty useless policy. Consider allowing amendments to economic development policies at any time.

MISSING POLICIES

The big piece missing from these policies is a policy to govern tradeoffs. For example, when you cannot save every wetland and provide sufficient industrial land, do we send jobs out of the county or allow some wetlands to be filled? What criteria do local officials use to make the decision? When resources are limited and funds could go either to daycare for working mothers or to new roads, what criteria will be used to decide?

A communications policy is needed to increase understanding between economic development and social goals, and tradeoffs between the two.

We need a policy that pursues high wage, high value jobs.

Develop human resource goals related to an employment policy.

ADDITIONAL COMMENTS

We need very specific targets and goals to be able to implement economic development policies in a meaningful way. The types of infrastructure and transportation improvements and education goals are critical. They must be spelled out so that success or failure can be measured.

We need to determine the types of jobs suitable for low income, minority or economically disadvantaged individuals and communities and provide them with training for those jobs. In addition, jurisdictions should use economic carrots to spur businesses hire such individuals and from such areas.

Need a policy on tax base or tax base sharing to help provide jobs in needed areas.

POLICIES FOR ECONOMIC DEVELOPMENT AND EMPLOYMENT SNOHOMISH COUNTY ECONOMIC DEVELOPMENT COUNCIL

"The health of a community is based in part, on its economic vitality. Recognizing the importance of this fact, the Legislature has required county governments to develop policies for economic development and employment when planning its future and to examine its economic base, its tax base and its strategy for future economic vitality. It can also help a community overwhelmed by growth to responsibly manage and sustain economic vitality. Failure to integrate economic development planning with other elements of a community's comprehensive plan will almost certainly result in a deteriorating quality of life."

- *Forward Washington, 1992*

PLANNING GOAL

The economic development planning goal, as stated in the 1990 Growth Management Act, is adopted as the basis for local economic development and employment factors:

"Economic Development - Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services and public facilities."

To support the statewide planning goal under GMA and meet the needs and requirements of Snohomish County communities, jurisdictions shall implement and encourage the following policy statements:

- 1) **Actively support the retention of commerce and industry and encourage diversification of the economy.**

Implementation Strategy

Local government shall:

- Evaluate and monitor the existing economy to determine strengths, weaknesses, trends and opportunities;
- Develop active public/private partnerships to promote economic development. These partnerships should include coordinating activities with chamber of commerce, the Economic Development Council, community groups and other stakeholders;
- Work cooperatively with private entities to provide an environment which is conducive to the formation of new businesses and the expansion of existing businesses, and which is attractive to businesses considering relocation to the region;

- 3) **Attract new commerce and industry which have employment that provide livable wages and produce disposable incomes that will diversify and vitalize the local economy and create supportive conditions where rural economies can prosper.**

Implementation Strategy

Local government shall:

- Mandate that urban growth areas and rural areas provide adequate population density and adequate commercial and industrial land to accomplish economic development goals of diversity and job growth.
- Analyze the economic development needs of desired targeted industry and commercial sectors likely to produce job growth.
- Support the private sector in marketing economic development potential to targeted industry and commerce.

- 4) **Enhance the economic health of local communities by identifying areas where future economic activity and job growth will occur.**

Implementation Strategy

Local government shall:

- Cooperate with local economic development organizations to:
 - a) maintain a current directory of on-going economic activities;
 - b) update the local industrial site inventory at least every two years;
 - c) maintain and make available current industrial site survey information such as available and projected public services, surrounding land uses and potential incompatibility issues, transportation characteristics and capabilities, and other economic profile information describing local social, economic, and potential characteristics;
 - d) assist commerce and industry with information regarding location or expansion;
 - e) pursue available local, state, federal and other funding and technical assistance to plan and develop facilities and programs to attract business;
 - f) Fund economic development activities.
- Map and clearly define environmentally sensitive areas, air shed and other environmental information regarding standards established by the Washington State Department of Ecology for prospective industry consideration.
- Recognize the character of rural areas while creating conditions favorable to the appropriate economic growth and transition of rural economies.

- 7) **Assure that beyond the twenty (20) year period there is infrastructure in place to accommodate orderly growth for the next planning periods.**

Implementation Strategy

Local government shall:

- Maintain a capital facilities improvement program and a long-range public facilities and services plan that will plan for the provision of appropriate public facilities and services to commercial, industrial and residential lands beyond the immediate planning period.
- Protect or acquire water rights and maintain the ability to provide water to meet all projected residential, commercial and industrial needs.
- Establish funding priorities for future infrastructure projects to further economic development.

- 8) **Integrate public and private infrastructure investments and public services and facilities with and be supportive of economic development.**

Implementation Strategy

Local government shall:

- Define infrastructure for economic development planning purposes; infrastructure to include communication, gas and electricity systems; water, treatment and distribution systems; collection and treatment systems for sewer and surface water; energy generation facilities; schools; airport, road and rail networks; right of ways; and access to manufacturing, industrial, port and employment facilities;
- Determine user needs for private/public infrastructure and clearly allocate the timing and source of any public investment for infrastructure;
- Prioritize geographical areas for infrastructure expenditures and invest in public infrastructure in a timely way that supports economic development;
- Identify new funding mechanisms, such as tax increment financing, and spread infrastructure costs over time to minimize up-front costs.

- 11) **Require an Economic Impact Assessment for any proposed regulation, rule or policy affecting development or development-related activity, that will specifically address housing affordability, tax revenue generation, administrative cost to government, development yield from land, comprehensive plan assumption on development yield and job accommodation.**

Implementation Strategy

Local government shall:

- Establish a public/private economic development advisory committee, that shall provide input into the formulation and review of regulatory policies.
- Reduce both the burdens and costs of government regulations on the future development of residentially and commercially zoned land.
- Analyze economic impacts of regulations, plans and policies prior to adoption to identify whether a proposed regulation would unduly inhibit the accomplishment of the jurisdiction's economic goals.
- Identify a process to ensure that subsequent development regulations do not unduly inhibit the development allowed under the designated zoning.
- Analyze administrative costs of new regulations to improve efficiency and ensure that regulation cost is in balance with the public need.
- Ensure that all building permit and planning regulations, procedures and policies are clear, uncomplicated, concise, and are administered in a timely manner to avoid unnecessary delays.
- Cooperate with commerce and industry to examine measures to reduce the regulatory cost of conducting business.

55 ISRAEL ROAD S.W.
TUMWATER, WA 98501

06/754-5855
INFORMATION

06/754-4126
ACCSIMILE

06/754-4120
MAYOR
COUNCIL
CITY ADMINISTRATOR

06/754-4121
CITY ATTORNEY
HUMAN RESOURCES

06/754-4130
FINANCE DEPARTMENT
BUSINESS LICENSES

06/754-4133
UTILITIES



March 15, 1993

206/754-4144
ENGINEERING
206/754-4151
PUBLIC WORKS
OPERATION
MAINTENANCE
206/754-4161
COMMUNITY DEVELOPMENT
PLANNING
PARKS & RECREATION
BUILDING & GROUND
206/754-4180
DEVELOPMENT SERVICES
ZONING
INSPECTION
DEVELOPMENT ENGINEERING
206/754-4170
FIRE DEPARTMENT
206/754-4190
MUNICIPAL COURT
206/754-4200
POLICE DEPARTMENT

Thurston County Commissioners
2000 Lakeridge Drive S.W.
Olympia, WA 98502

Dear Commissioners,

Thank you for considering the City of Tumwater proposal for a Joint Planning process with Thurston County for the Tumwater Urban Growth Area. I was pleased to discuss the proposal with you at your February 23, 1993, meeting.

At the conclusion of that discussion, you requested that the City of Tumwater and the Port of Olympia detail specific issues of concern for your further consideration. The attached sheet describes the primary issues which led to the inclusion of an interim development ordinance being part of the proposed Joint Planning process.

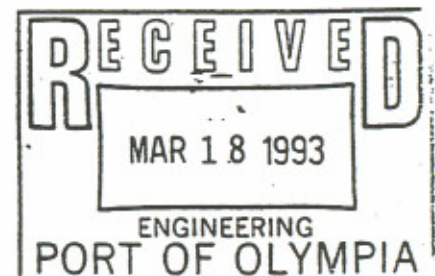
I hope this information is helpful to you in your discussions regarding authorization to begin the Joint Planning process. If the City of Tumwater can be of further assistance to you, please contact Doug Baker, Policy and Planning Director, at 754-4160.

Sincerely,

PETER N. FLUETSCH
Mayor

lb

c: Doug Baker, Policy and Planning Director
Dick Malin, Port of Olympia
Tom Fitzsimmons, Thurston County Administrator
Harold Robertson, Thurston County Planning Director
John Sonnen, Thurston County Planning



CITY OF TUMWATER/PORT OF OLYMPIA
PRIMARY ISSUES, CONCERNS AND INTERESTS
DURING
PROPOSED JOINT PLANNING PROCESS

1. Difficulty of Infill Development:

Current 1/5 zoning allows large parcels to be developed at rural densities that could prevent later infill development to occur to attain urban densities. This would not provide for smooth urbanization of the growth area and could make extension of utilities prohibitive.

2. Difficulty of Retrofitting to City Development Standards:

Development to County Development Standards in areas that will ultimately become part of the City will be difficult to retrofit to City Development Standards. Road standards would be particularly difficult to retrofit because of the need to establish particular right-of-way widths.

3. Aquifer Protection:

Development at 1/5 zoning will likely preclude extension of City sewer and water, resulting in individual wells and drainfields on these parcels as they develop. This may endanger the sensitive aquifer in the area.

4. Protection of Airspace:

Residential development could increase under the airport runway approach zone during the period of time that Joint Planning would occur. Satellite Campus development could stimulate housing demand in this area.

5. Development Compatibility with Airport:

The Tumwater Satellite Campus is going to create a more urbanized character to the Airdustrial Center, making it more difficult for some light industrial uses such as vehicle or equipment storage, outdoor storage of products, etc., to occur within the Airdustrial Center. These uses could occur in the area south of the airport if allowed in the Joint Plan.

For the above reasons, County and City staffs developed the proposal for an interim development ordinance which was presented as part of the Tumwater Joint Planning proposal.

DEVELOPING YOUR ECONOMIC DEVELOPMENT STRATEGY

INTRODUCTION

"Change (can be) gradual, natural, non-cataclysmic and responsive to genuine economic and social needs. Cities do not deteriorate overnight, and similarly, are not reborn overnight. Quick fix responses at best camouflage problems and at worst exacerbate them. Cities respond most durably in the hands of many participants accomplishing gradually small bits, make small changes and big differences at the same time."

- Roberta Brandes Gratz, "The Living City"

An economic development strategy provides a blueprint for achieving community objectives by translating a community's broader vision and goals into economic initiatives. However, preparing an integrated, targeted economic strategy presents a series of challenges to a community.

This section hopes to minimize those challenges by providing guidance on how to enroll the stakeholders and how to prepare an economic strategy. It suggests ways to incorporate existing plans and policies of the various stakeholders into the community's emerging strategy. Further, it describes the components of an economic strategy, identifies sources for required information, and provides tools for building and assessing your strategy.

Guidance for preparing the economic strategy is organized by the various sections contained in the strategy. These sections include community profile, inventories, analyses, economic development approach, policies, implementation, and relationship to other GMA planning requirements.

STAKEHOLDERS

Each member and organization within a community has a stake in its overall well being. It is, therefore, critical that all stakeholders be represented in the process of developing your economic strategy and reach consensus on the implications of their policy choices.

While local and county governments have responsibility for preparing GMA comprehensive plans, authority and resources for local

economic development are dispersed among the variety of stakeholders described in Part II of this report. Most of these stakeholders prepare plans and policies to guide the activities of their organizations.

Stakeholder Plans To be effective, your community's economic strategy and comprehensive plan must reflect the plans and policies of these other organizations. In turn, stakeholder plans and policies must be consistent with your comprehensive plan and other GMA planning requirements such as Countywide Planning Policies, Urban Growth Areas, and community values and vision.

When conflicts exist among goals and policies of various stakeholder plans, they should be addressed and resolved. If these inconsistencies are overlooked or deliberately ignored in your comprehensive plan, they will most likely resurface during preparation of development regulations or worse yet, when a development permit is being reviewed.

A matrix that helps you organize other stakeholder plans and policies based on GMA planning requirements may provide a useful format for integrating them into your strategy and checking for consistency. Another approach would be to incorporate their plans and policies, in whole or in part, by reference. Or, you may generalize the common elements of those plans and policies and reflect their intent in the appropriate sections of your strategy.

Use the list of stakeholders presented in Part II, Economic Development Overview and Issues, to help you identify your local stakeholders and enlist their support in preparation of your economic strategy.

PROFILE This component profiles the local community and documents existing community capacity. Much of this information has likely been collected for other of your GMA planning efforts. This section includes information on community setting, trends, issues and factors affecting economic development. Following is a summary of information that could be included in each section of your profile.

Community Setting *Geographic Setting*- including a general description, size, topography, drainage, proximity to markets, etc.

Climate - including general description, amount and type of precipitation.

Natural Resource Base - including water, arable land, energy, mineral resources, forest and wildlife resources, etc.

Community Infrastructure - including water and sewer systems, power capacity, storm drainage, bond rating, housing supply and stock, etc.

Political Institutions - including types of government structure and other appointed bodies

Tax Rates - including property, business and occupation, retail sales, utility, special assessments, etc.

Community Institutions - including schools, advanced education, media, health care, religious, service organizations, community associations/councils, etc.

Economic Development Organizations - including Ports, Chambers, Downtown Associations, Main Street Programs, Economic Development Councils, tourism associations, community groups, etc.

Social and Cultural Resources - including cultural, arts, sports, recreational, etc.

Other Descriptive Data - including historical facts, heritage resources, unique features and attractions, major community events, previous community surveys, etc.

Trends The Trends section provides a detailed description of the historic and current condition of the local economy. It documents which industry sectors provide the most jobs, highest wages, and the most sales. It includes demographic, income, and ethnic information, and provides data on employment and economic activity by industry sector. It usually looks at this information over a twenty year period.

If this component is prepared for a city or town, it compares the data with that of similar, nearby communities and the county. If it is for a county, the data is compared with that of adjacent counties. The data may also be compared with national information. The purpose for comparing local data with that of similar communities, the county and the nation is to help determine how the local economy is doing based on regional and national trends. It also helps to clarify a local economy's place in the regional economic structure.

Issues/Factors

A variety of issues and factors affect local communities as they work to maintain and improve their economies. Not all communities face the same challenges. This section of the Profile discusses the particular issues and factors your community must deal with. It provides the basis for determining your community's strengths, weaknesses, and opportunities for future economic development activity.

Part II of this report described a variety of issues local communities must face as they prepare their economic strategies. The following list provides examples of key factors that could affect your strategy:

Infrastructure/Capital Facilities
Urban Growth Areas
Environmental Concerns
Energy
Housing, Culture, Recreation

Transportation
Land Supply
Process and Regulation
Education and Training
Technology

Communities are documenting Profile information in different ways. For example, the City of Everett prepared an "Everett Community Profile" and a "Background Report" for economic development as a separate documents. Alternatively, the City of Tacoma has prepared an Economic Development element for its comprehensive plan and included the Profile data in the "Factors Affecting Economic Development" section.

Data Sources

Local Planning Department; Weather Service; city or county Finance Office, Assessor, and/or Treasurer; School District; Local EDC or Chamber; Census; Washington State Departments of Revenue, Employment Security, Community Development, and Trade and Economic Development; city or county business licensing divisions

INVENTORY

This section identifies and maps the businesses that currently make up your economy. It categorizes these businesses by industry sector, those businesses that make up the economic base, and by the types of public revenue they generate. This section could also document use of public services and facilities such as water, sewer, power, natural gas and telecommunications by business, and industry sector.

The inventory should include the following categories:

Economic Base including Non-local Government Services
Local Traded Sector
Local Retail, Commercial, and Government Services

Data Sources City or county business licensing divisions; County Assessor; local P.U.D; local power or telephone utility; Chamber of Commerce; EDC

ANALYSES This component evaluates the Profile and Inventory data. It provides a framework from which to define economic development options. Further, it documents the analyses your community conducts in determining how to manage its future economic development efforts. The following list identifies types of analyses communities may conduct to better understand their local capacity and opportunity for economic expansion:

Economic Base Analysis	Reilly's Law
Trade Area Capture	Pull Factor
Potential Sales	Location Quotient
Population/Employment Ratio	Shift Share
Employment/Income	

Assessment of how well potential economic activity reflects and implements your community values and vision;

Assessment of growth potential for businesses within your community as well as the opportunity for new business formation;

Evaluation of community capacity for increased economic activity;

Evaluation of the comparative advantage offered by your community or that could be created to support increased economic activity; and

Assessment of trade-offs considered in defining your local economic strategy.

This is by no means an exhaustive list but provides some examples of analyses that assist communities in shaping their economies. As with issues and factors, the required analyses will vary by community. The goal is to provide you with a practical guide for analyzing choices.

While some of these tools may be unfamiliar to local government planners, they are commonly used in economic planning. They will likely be familiar to your local EDC, Chamber of Commerce, or Port District. By working together, you can decide which analysis tools make most sense for your community.

Tailor your analyses to your community's specific concerns, and to provide you with the information necessary for prudent decision-making. In addition, not all analyses need to be conducted at the same time nor prior to the development of your strategy.

Examples For example, the City of Tacoma built its economic strategy from an analysis of current economic condition, and the community's values and vision as expressed in the city's Growth and Development Concept. These analyses were reflected in their plan. The city's strategy calls for further evaluations, such as a community capacity study for designated economic development areas and trade-off analyses, as part its Economic Development Plan implementation efforts.

The City of Everett, on the other hand, is preparing its strategy based on previously developed studies, plans, and reports. These documents include "City of Everett Economic Development Priorities"; "Background Report of the Economic Development Element of the Everett Comprehensive Plan of February 1993"; and the "Everett Community Profile". Everett's draft Economic Development Element draws from the analyses contained in these other reports but does not repeat it in the draft Economic Development element.

Use the following list of questions to help you decide which analyses may be most useful to you:

Questions What key changes have occurred over the past 20 years that are likely to affect your economic choices?

- Population/demographic
- Social
- Local Business Mix
- Local Employment Patterns
- Local Political Structure

What external pressures (state, federal, technology, global market place, base closures) have impacted your community over the past 20 years?

Are current pressures on your economy new or a continuation of past trends?

What do you perceive your community's greatest strengths for economic development to be?

What do you perceive your community's greatest weaknesses in economic development to be?

What do you perceive your community's greatest opportunities for economic development to be?

Or consider the concerns of the City of Seattle. It desires certain types of manufacturing and industrial users to locate in its Fremont/Ballard area and would benefit from the higher wages and tax revenues those types of businesses produce. But why would a manufacturer locate in this area when land costs alone are four to five times higher than fully served, vacant and available property in Redmond or Kent?

Community Values

Maintaining a rural community; having strong schools; providing affordable housing, health care and social services; preserving a quality environment; and ensuring a safe community are examples of community values. Community values often greatly influence economic choices.

For example, as a part of its comprehensive planning process, the City of Mercer Island conducted a research survey among its residents about the future of their downtown. Nearly a quarter of the City's residents felt strongly that the City should not encourage off-Island residents to use the downtown and nearly 45% agreed that there should not be better signs identifying downtown, especially from Interstate 90. These values have significant implications for the future growth of Downtown Mercer Island.

Factors

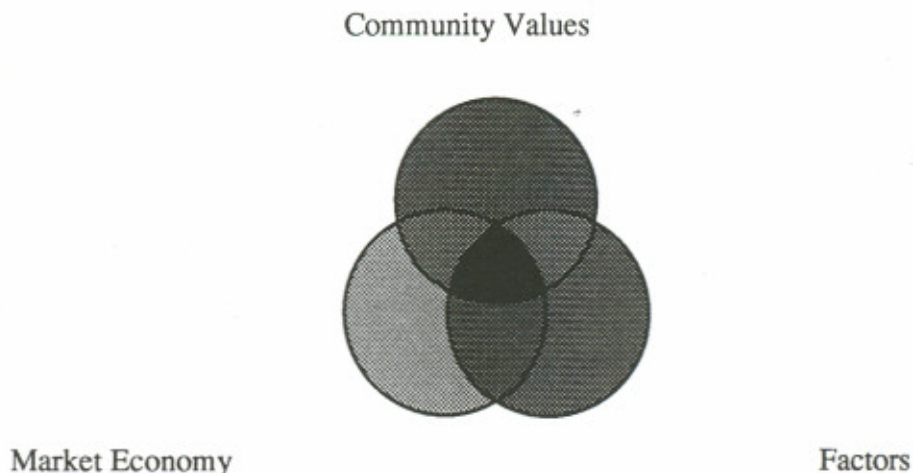
As discussed earlier in this section, there are several factors that influence economic development. How a community responds to these factors determines whether they act as strengths or weaknesses in local economic development efforts.

Economic Options

The intersection of a market economy, community values, and factors affecting economic development within your community defines a finite set of economic development options available to you. It is from this set of options that your community begins to build its economic strategy. As the strategy takes shape, the community can forecast the amount of public revenue likely to result from its implementation.

By considering the potential for public revenue, you can project whether the range of economic development opportunities available to your community is likely to generate sufficient revenue to achieve your community's vision. If it is not, your community will need to reconsider community values and local factors affecting economic development to determine what, if any, adjustments can be made to increase your economic development options.

The following graphic displays the relationship of the market, community values, and factors affecting economic development.



As your community grapples with the dynamic tension created by the demands of a market economy in the context of your community values, local factors, and other concerns, your approach to economic development will emerge. Use the following list of questions to help you refine your approach to one that has community consensus and the greatest likelihood of providing adequate revenue to implement your vision.

- Questions How well does your community vision and capacity for development meet business requirements and corporate profiles?
- What is the relationship of your local economy to the regional economic structure?
- What are the potential environmental impacts of your economic strategy?
- How will your strategy affect your existing economic base and tax base?
- What opportunities and limitations do your community values present to economic development?
- What opportunities and limitations do the factors affecting economic development present to your options for economic development?

What opportunities and limitations does the market present to your local economic development efforts?

What modifications can you as a community make in these areas to increase your economic development options?

If you make these modifications, will the likelihood of achieving your community vision improve?

What is your community's economic development mission?

How will this mission statement accomplish your community's vision?

What are the implications of this economic choice?

What will the outcomes be in terms of jobs created, infrastructure requirements, growth, public investment, or required partnerships?

What types of policies, management systems and incentives do you or should you have in place to ensure that you are able to achieve your economic objectives and make your community vision become a reality?

POLICIES

Policies translate your community's concerns and goals for its economy into clear statements of public intent. These policies will guide public and private investment in your local economic development activities and further refine the roles and expectations of key stakeholders. Your economic policies will also provide the framework for integrating the needs of your economy into your comprehensive planning efforts.

The City of Tacoma developed policies to guide its economy in four key areas. These policy areas include Economic Diversity, Business Vitality, Growth and Development, and Community Resources. These policies provide the basis for the city's economic development implementation measures.

The City of Everett identified eight key policy areas including Economic Growth and Diversity, Central Business District Development, Waterfront Development, Redevelopment, Quality of Life, Human Resources, Information Base for Economic Development, and Meet Growth and Development Needs. Everett's policies identify goals and objectives but are not tied directly to specific implementing measures.

IMPLEMENTATION

Implementation measures convert the goals and policies for your economy into specific actions. It is through these actions that you will achieve your economic objectives. These measures also clearly define how public investment will be made in your local economic development activities. Some of these measures will be dependent on or affect your GMA planning activities, and others will not.

The City of Tacoma's Economic Development Plan identified implementation measures for each of its policy areas. FIGURE IV-1, an excerpt from the Implementation section of Tacoma's Economic Development Plan, presents an example of how the city structured that section.

FIGURE IV-1
Tacoma Example

Strategy: Support expanded Port of Tacoma economic development activities.

Activities:

Support the Port's continued lease and sale of industrial sites of Port owned property.

Support increased economic development activities of the Port through area-wide evaluation, to the extent possible, of Port owned and leased land within the city in advance of receiving a specific development proposal.

Support the Port's participation in the city's other economic development activities.

Strategy: Support redevelopment of the Thea Foss Waterway. The Foss Waterway provides one of the city's most important redevelopment and economic expansion opportunities. Its redevelopment will change the image, appearance and vitality of Tacoma's downtown waterfront and will increase jobs. The city, along with other public and quasi-public entities, can stimulate development of the Waterway through five key initiatives. Those initiatives include environmental clean-up, land packaging, construction of infrastructure, development of public amenities, and marketing.

Activities:

Participate with other land owners in environmental remediation efforts.

Continue land packaging efforts.

Develop financing plan for infrastructure construction, development of public amenities, and marketing.

Sponsor a design and development competition to attract developers for private sector redevelopment activities.

Strategy: Expand health care and medical services.

Activities: Target the existing health care corridor adjacent to the Hilltop area for development of additional health care and medical services.

RELATIONSHIP
TO GMA

This component identifies the relationship of your economic strategy to other GMA planning requirements. It describes the impacts your strategy is likely to have on facilities and services addressed in other comprehensive plan elements. Further, it discusses how those elements can be used to implement your economic strategy, and suggests policies that would achieve that goal.

Part V

INTEGRATING YOUR ECONOMIC STRATEGY WITH GMA

INTRODUCTION

This section provides guidance on how to integrate your economic strategy with your local GMA planning efforts. It suggests a checklist as a means for you to determine if your comprehensive plan will support your community's economic objectives. In addition, this section describes two alternative formats for reflecting your economic strategy in your comprehensive plan and other GMA requirements. They include:

- a. Accommodating your strategy through the mandatory plan elements and other GMA planning requirements.
- b. Preparing a separate economic development element.

Each alternative draws on the discussion provided in Part IV, Developing Your Economic Strategy, and does not repeat the process for preparing a strategy. Rather, these alternatives focus on how to translate your economic strategy into GMA planning requirements.

CHECKLIST

This section provides a checklist focused on GMA planning requirements. The checklist contains a series of questions that will help you consider your economic interests from a GMA perspective. Answering these questions will help you provide adequately for the requirements of your economic strategy within the GMA framework. In addition, your answers will likely show up as goals, policies, and implementing measures in the planning requirements and mandatory elements of your comprehensive plan based on a Plan-Wide Strategy, described later in this section, for integrating your strategy with GMA. Or, they will be included in your Economic Development element if you choose that approach.

Resource Lands

Does your economic strategy include natural resource industries?

If yes, do your Resource Land regulations and comprehensive plan identify the types of resource-based and resource-related uses considered as part of its natural resource industry base?

Do your Resource Land regulations and comprehensive plan suggest/identify the types of resource-based and resource-related businesses allowed to locate in designated Resource Lands?

Does your comprehensive plan identify the land base necessary to support the level of activity anticipated from these natural resource industries?

Do your Resource Land regulations and comprehensive plan provide measures necessary to protect the long term commercial viability of its natural resource industries?

Does your economic strategy include a tourism and recreation component?

If yes, does it envision tourist or recreation attractions/destinations located within designated Resource Lands?

If yes, do your Resource Land regulations and comprehensive plan provide for these uses within designated Resource Lands?

Does your economic strategy suggest/depend on uses not resource related, such as power transmission lines or public facilities locating within designated Resource Lands?

If yes, do your Resource Land regulations and comprehensive plan identify the uses and define under what conditions they will be allowed?

Critical Areas

Does your economic strategy consider the effect of local critical area regulation your community's tax base?

Does your economic strategy consider the effect of local critical area regulation on supply and cost of land designated for economic uses?

Does your economic strategy suggest/depend on some uses being allowed in identified critical areas?

If yes, do your Critical Areas regulations and comprehensive plan identify the uses and define under what conditions they will be allowed?

Does your economic strategy consider the relationship of local critical area regulation with goals for the local economy?

Does your comprehensive plan or development regulations discuss the relationship of your community's critical area regulation with SEPA compliance, and its potential effect on economic development?

Rural	Does your economic strategy suggest/depend on economic activity within the rural area?
	If yes, does your comprehensive plan identify the types and amounts of economic activity appropriate for the rural area?
	Does your comprehensive plan identify the land supply necessary to support the level of economic activity envisioned in the rural area?
Urban Growth Areas	Does your comprehensive plan discuss the land supply included within your community's Urban Growth Area (UGA) for economic purposes?
	Does your economic strategy suggest/depend on certain economic uses being allowed within the UGA?
	If yes, does your comprehensive plan provide for those uses within the UGA?
	Does your strategy suggest/depend on certain economic uses being allowed outside of the UGA?
	If yes, does your comprehensive plan identify those uses as being allowed outside of the UGA?
	Do your economic strategy and comprehensive plan discuss the potential effect on land and development costs based on designation of your community's UGA?
	Does your comprehensive plan discuss the impacts to the community's tax base resulting from designation of its UGA?
Land Use	Does your economic strategy discuss the land supply necessary to support its goals for your local economy?
	If yes, does the Land Use element of your comprehensive plan provide for that level of supply?
	Does your economic strategy suggest/depend on a certain range of land uses?
	If yes, does the Land Use element of your comprehensive plan provide for that range of uses?
	Does the Land Use element of your comprehensive plan identify development and site improvement standards to implement your economic strategy?

Does the Land Use element of your comprehensive plan provide for measures to minimize conflicts between non-residential and residential uses?

Does your economic strategy include redevelopment and reuse of outdated and underutilized buildings and parcels?

If yes, does your comprehensive plan identify and provide for areas suitable for redevelopment and reuse?

Does your economic strategy suggest/depend on reclassification of residential areas to provide for expansion of the land base available for economic development?

If yes, does the Land Use section of your comprehensive plan identify those areas where such reclassification should occur?

Housing Does your economic strategy describe the amount, type, location, and cost of housing necessary to support local goals for the economy?

If yes, does your comprehensive plan provide for sufficient land and development guidelines for housing to meet the community's economic goals?

Does the Housing element of your comprehensive plan discuss the role of the community's housing stock plays in the community's overall image?

Utilities Does your economic strategy discuss the types of utility infrastructure, such as power, gas and communications, required to support the level of commercial and industrial activity it envisions?

If yes, does your comprehensive plan discuss the location and capacity of utility infrastructure necessary to support the economic activity it your strategy envisions?

Transportation Does your economic strategy discuss the types of transportation facilities required by the economic activity it envisions?

If yes, does the Transportation element of your comprehensive plan provide for the types of transportation facilities required by the economic activity your strategy envisions?

Does the Transportation element of your comprehensive plan provide for the capacity of transportation facilities required by the envisioned economic activity?

Does the Transportation element of your comprehensive plan discuss the timing of transportation facilities required by the envisioned economic activity?

Does the Transportation element of your comprehensive plan discuss cost sharing for transportation facilities required by the economic activity your strategy envisions?

Does the Transportation element of your comprehensive plan discuss how to deal with concurrency and does it propose a realistic fall back position that avoids interruption of economic development activities if timing/resources for required facilities are delayed?

Capital Facilities

Does your strategy discuss the types of capital facilities required by the economic activity it envisions?

Does the Capital Facilities element of your comprehensive plan discuss the location of capital facilities required by the economic activity it envisions?

Does the Capital Facilities element of your comprehensive plan discuss the capacity of capital facilities required by the economic activity it envisions?

Does the Capital Facilities element of your comprehensive plan discuss the timing of capital facilities required by the economic activity it envisions?

Does the Capital Facilities element of your comprehensive plan discuss cost sharing for capital facilities required by the economic activity it envisions?

PLAN-WIDE STRATEGY

This section discusses how to integrate your economic strategy with GMA planning requirements without creating a separate Economic Development Element. The previous Checklist will help guide decisions about where to locate various components of your strategy. The economic strategy components identified here are taken from Part IV, Developing Your Economic Strategy.

Profile, Inventory, and Analyses

There are several options for including this information in your GMA planning efforts. One approach would be to include it in a

To provide access to the southern portion of Port owned property, Water Street should be extended to the southern boundary of Port owned property.

To provide access to the eastern portion of Port owned property, Front street should be extended to the Port's eastern property boundary.

The city should designate additional rights-of-way to accommodate expansion of the belt line serving Port property, and to serve additional property designated for industrial uses adjacent to the Port.

Public Investment

Cities and countries around the world are investing billions in transportation, infrastructure, and communication to support of their economies and to capture a greater share of world markets. Quoting from Bill Stafford, Executive Director of the Trade Development Alliance of Greater Seattle, "...economically dynamic regions of the world understand the relationship between excellent infrastructure and a healthy economy."

The Transportation, Capital Facilities, and Utilities elements of your comprehensive plan present the greatest opportunities for directing public resources to support your community's economic strategy. Clearly defining the needs of your strategy in these sections will provide the foundation for allocating scarce capital investment dollars to those projects that will support economic growth and development.

PLAN ELEMENT

Creating a separate Economic Development element for your comprehensive plan gives greater visibility to your economic strategy. It provides a specific place to discuss your community's economic need in relationship with your strategy for meeting that need. It allows you to assemble your economic data in one unified section along with your vision, goals, policies, and implementing measures for economic development.

Your Economic Development element would contain all components of an economic strategy described in Part IV, Developing Your Economic Strategy. The goals, policies and implementing measures contained in your Economic Development element should also be translated into appropriate narrative and policies for the other GMA planning requirements and mandatory plan elements they affect. This can be achieved based on the guidance previously discussed in the Policy and Implementation section of the PLAN-WIDE STRATEGY.

FIGURE V-1, presents a sample Table of Contents for an Economic Development element. Following TABLE V-1, is a discussion of an

abbreviated approach to an Economic Development element that might be useful to small cities and counties with limited staff and resources.

TABLE V-1

Table of Contents

- I. Introduction
- II. Profile
 - Introduction
 - Community Setting
 - Trends
 - Issues/Factors
- III. Inventory of the Local Economy
 - Introduction
 - Businesses Within The Community
 - Local Traded Sector
 - Local Retail, Commercial, and Government Services
- IV. Analyses
 - Introduction
 - Assessment of the Local Economy(Economic Base Analysis, etc)
 - Community Capacity
 - Comparative Advantage
 - Community Values and Vision Trade-Off Assessment
 - Business Growth and Formation Potential
- V. Economic Development Approach
 - Introduction
 - Vision For The Local Economy
 - Economic Development Goals
 - Economic Development Strategy
- VI. Economic Development Policies
 - Introduction
 - Economic Diversity
 - Business Development
 - Redevelopment and Revitalization
 - Labor Force, Education and Training
 - Regulation and Process
- VII. Implementation
 - Introduction
 - Community Infrastructure
 - Business Assistance
 - Business Retention, Expansion, Formation and Recruitment

Process and Regulation
Communication, Marketing, and Promotion
Management, Monitoring, and Accounting

VIII. Relationship to GMA

Introduction
Urban Growth Area
Resource Lands and Critical Areas
Mandatory Comprehensive Plan Elements
Other

Simplified Approach

Small cities and counties may find it difficult to prepare a detailed Economic Development element because of limited staff and resources. If your community has these concerns, this section provides suggestions on how to narrow the tasks previously described so that you can tailor an Economic Development element to fit within your resources. It helps you set a framework for economic development that can be built upon as additional resources become available.

1. Limit your Profile to Community Setting data developed for other elements of your plan and Trend data.
2. Limit your Inventory to a documentation of existing businesses within your community.
3. Limit your Analyses to one or two. For example, conduct a basic market study and an assessment of community capacity for increased economic activity.
4. Limit your Approach to a discussion of your vision and goals for your economy.
5. Delete the Implementation section.